United Nations

Report of the United Nations High Commissioner for Refugees

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Report of the United Nations High Commissioner for Refugees

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Note

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I. Introduction

1. A significant increase in the numbers of persons of concern to UNHCR brought new challenges in 2006. While there was a 14 per cent increase in refugee numbers from the previous year, the Office's involvement, together with other humanitarian partners, in protecting and assisting internally displaced persons (IDPs) under the inter-agency cluster approach, resulted in a doubling of IDP figures. Thanks to better data capturing, many more stateless people have been identified, also swelling numbers.

2. Despite a plethora of complex challenges, much progress has been achieved in upholding and strengthening international protection in many areas across the world in recent years, notably through sustained efforts to implement the Agenda for Protection. However, as many States increase their efforts to manage migration, the problems of identifying people with a well-founded fear of persecution within irregular mixed migration movements in order to ensure appropriate protection measures remain of particular concern to the Office today. This will be the main focus of discussions at the first meeting of the High Commissioner's Dialogue on Protection Challenges in December 2007.

3. Evolving partnership commitments, including moves to participate in the United Nations "Delivering as One" initiatives, as well as the increased responsibilities as lead agency for the protection, emergency shelter and camp management clusters in conflict-generated situations of internal displacement, have added impetus to UNHCR's determination to step up its efficiency, performance and results.

4. In February 2006, the Office launched an in-depth process of structural and management change designed to improve its flexibility and responsiveness to the needs of beneficiaries. The overall aim is to streamline and simplify organizational processes, reduce administrative costs and enhance the efficiency of field operations, thus providing better services to persons of concern. Alongside this, new financial and management structures and systems are being set in place to support the overall reform process.

II. Focus and objectives of the report

5. This report provides an account of the work carried out by UNHCR between January 2006 and mid-2007, in response to the needs of 32.9 million people of concern. It describes major challenges and developments with respect to protection, assistance and finding durable solutions for refugees, IDPs, stateless persons and others of concern. The report reviews partnerships and coordination of action with other concerned entities both within and outside of the United Nations system, including the Office's involvement in the inter-agency "cluster approach" to managing IDP situations, as well as ongoing contributions towards the debate on irregular, mixed population movements. An update is provided on progress with structural and management reform measures being pursued by the organization and on other current management and oversight issues. More detailed information on regional and country operations and on global priorities can be found in UNHCR's Global Report 2006 and Global Appeal 2007, as well as in the various governance reports presented to the Executive Committee of the High Commissioner's

Programme, and its Standing Committee. All of these reports are available on the following website: www.unhcr.org.

III. Populations of concern

6. Table 1 at the end of this report reflects the populations of concern by the end of 2006. For more detailed statistical information, please refer to UNHCR's 2006 Global Trends: Refugees, Asylum-seekers, Returnees, Internally Displaced and Stateless Persons, published on 19 June 2007 and available at: www.unhcr.org/statistics.

7. During the reporting period, UNHCR's protection activities were extended to a considerably greater number of persons of concern than in previous years. By the close of 2006 the global figure of persons of concern stood at 32.9 million, including an estimated 9.9 million refugees. For the first time since 2002, a trend of declining refugee figures worldwide was reversed, primarily reflecting 1.2 million new Iraqi refugees in Jordan, the Syrian Arab Republic and Lebanon.

8. UNHCR systematically extends its core protection and assistance activities to refugees. At the same time, it has also committed itself to the framework of shared humanitarian responsibilities under the inter-agency "cluster approach", resulting in an increasing demand for its services in respect of protection, assistance and solutions to respond to the needs of IDPs. By the end of 2006, a total of 12.8 million IDPs were receiving humanitarian assistance under both the cluster approach and other arrangements in which UNHCR was either the lead agency or a partner.

9. Under the provisions of this inter-agency division of labour arrangement, UNHCR has assumed the global leadership of the protection cluster, and co-leads the camp coordination and camp management cluster with the International Organization for Migration (IOM) and the emergency shelter cluster with the International Federation of Red Cross and Red Crescent Societies (IFRC). In the clusters it co-chairs, UNHCR is responsible for the people displaced by conflict while IOM and IFRC are responsible for those displaced by natural disaster. UNHCR also participates actively in other global clusters. At the field level, UNHCR, the Office of the High Commissioner for Human Rights (OHCHR) and the United Nations Children's Fund (UNICEF) decide on protection leadership in situations of natural disaster.

10. The number of people displaced within their own country by armed conflict currently stands at approximately 25 million. In 2005, before the activation of the cluster approach, UNHCR was involved in the assistance of 6.6 million IDPs; whereas in 2006, some 12.8 million IDPs received humanitarian assistance and/or protection from the Office and its partners, either through the cluster approach or under other arrangements. This substantial increase was due mainly to the following three factors: a) hundreds of thousands people became newly displaced, in particular in the Central African Republic, Chad, Colombia, Iraq, Somalia, Sri Lanka and Timor-Leste; b) with the activation of the cluster approach at the beginning of 2006, UNHCR's new lead agency responsibilities resulted in an expansion of activities in a number of countries, notably the Democratic Republic of the Congo and Uganda; and c) several countries revised their IDP estimates

upwards. For example, in Côte d'Ivoire, IDP estimates increased from 38,000 to 709,000 as a result of a survey undertaken in that country.

11. As requested by the Executive Committee, UNHCR has discussed the policy, protection and operational aspects of its increased involvement with IDPs extensively in meetings and consultations with Member States.

12. The figure of 5.8 million stateless persons reported in 2006 was more than double the 2.4 million recorded the year before. However, this number still does not capture the full scale or magnitude of the phenomenon of statelessness. A significant number of stateless people have not been systematically identified and statistical data on statelessness are not always available.

13. The global number of asylum-seekers fell to 738,000 at the end of 2006, 35,000 fewer than the year before. Some 734,000 refugees repatriated voluntarily during 2006 (one third less than for the previous year), mainly to Afghanistan, Angola, Burundi, the Democratic Republic of the Congo, Liberia, and Sudan.

IV. Protection and operations

A. Major challenges

14. Protecting persons of concern presented many challenges, notably in the Middle East. In Iraq, constant insecurity resulting from insurgent attacks, sectarian strife and continued military operations spurred massive population displacement. Attacks and persecution in Iraq were based on factors such as religion, ethnicity, profession, social group and actual or perceived political opinion, indicating that Iraqis claiming asylum could indeed be considered as refugees.

15. By early 2007, over 1.9 million people had been displaced within Iraq while up to 2 million had fled abroad. To highlight the humanitarian dimensions of the crisis, the Office organized a conference in April 2007 attended by 103 States, numerous non-governmental and intergovernmental organizations, as well as other concerned United Nations agencies. At the conference, a commitment was made to improve the response to the humanitarian crisis, and the Government of Iraq pledged USD 25 million to this effect. Specific concerns were raised about the plight of Iraqi Palestinians, many of whom fled targeted violence in Baghdad. Some of them are trapped at the borders of neighbouring countries and refused entry by countries that already host large numbers of Palestinian refugees. Inside Iraq, UNHCR continued to provide protection and assistance through some 30 national and three international staff, missions by staff from support offices in Jordan and Kuwait as well as via remote management. In neighbouring countries, notably Jordan, Lebanon and the Syrian Arab Republic, the Office worked with national authorities to secure the widest possible protection space for Iraqi refugees. This involved promoting common regional protection standards, using a harmonized registration procedure to identify and respond to individuals with specific needs, including for resettlement.

16. The hostilities between Israel and Hezbollah in Lebanon in mid-2006 displaced around 750,000 Lebanese within the country and some 250,000 abroad, mostly to the Syrian Arab Republic. Despite massive returns when hostilities ceased, up to 200,000 people remained displaced in Lebanon at the end of 2006,

their return hampered by the need for reconstruction and demining, especially in the southern part of the country.

17. Situations where armed elements may be mixed with refugees present very complex protection challenges. This has been a serious concern in eastern Chad where ethnic violence has spread, which has severely strained the ability of the Government security forces to protect hundreds of thousands of internally displaced Chadians and Sudanese refugees. Fighting has restricted humanitarian access to camps and to the many IDPs in the surrounding villages. Further protection challenges surfaced as the civilian character of camps was undermined when rebels were found to be recruiting refugees. The Office responded by moving two camps further away from the border and in September 2006, UNHCR issued Operational Guidelines on Maintaining the Civilian and Humanitarian Character of Asylum, which provide practical guidance on the identification, separation and internment of armed elements in such situations.

18. The plight of 2.1 million Sudanese, displaced internally by the violence in Darfur, remained extremely precarious. UNHCR has been assisting in providing protection to the displaced populations in West Darfur, in response to a request by the United Nations Secretary-General. In April 2007, as agreed with the Sudanese Government, the Office started to "scale up" its activities in West Darfur. Depending on any agreement reached with the authorities, UNHCR may eventually extend its activities to North and South Darfur. In May 2007, some 2,600 refugees fled from South Darfur to the Central African Republic. Repeated clashes between rebels and the army in northern Central African Republic caused internal displacement and flight to Cameroon, Chad and to South Darfur.

19. Political turmoil resulting in widespread armed confrontation in Somalia led to continuous outflows of Somalis into Ethiopia, Kenya and across the Gulf of Aden to Yemen, as well as to an increase in internal displacement. The protection cluster, co-led by UNHCR and OCHA, established a protection monitoring and population movement tracking systems together with local cluster partners, assisting the United Nations Country Team's early warning system and strategic planning.

20. In Sri Lanka, the security situation also deteriorated dramatically in 2006, causing the displacement of an additional 200,000 people in the country. UNHCR set up 56 emergency sites to protect these IDPs and provided them with shelter and non-food items. Even though the situation remained volatile in parts of the country, some 100,000 IDPs have returned home in eastern Sri Lanka with the assistance of UNHCR and partners. In Timor-Leste, violence erupted as a result of political unrest, causing the displacement of some 150,000 people in and around the capital Dili. This triggered UNHCR's participation in the inter-agency emergency response, which was extended for six months beyond the planned initial involvement. In consultation with other United Nations partners UNHCR withdrew from its emergency response role, as of June 2007. In the absence of political solutions to the complex crisis in Timor-Leste, some 25,000 people remain in emergency shelter in camps.

B. Strengthening the implementation of the 1951 Convention and 1967 Protocol

21. With the succession of the Republic of Montenegro to the 1951 Convention relating to the Status of Refugees and its 1967 Protocol, 147 States are now parties to one or both of these instruments. UNHCR provided States that have expressed an interest in the Refugee Convention, especially in the Middle East, with information, legal and technical support to encourage them to sign up. The Office also worked with Governments that have applied reservations to the legal instruments so that they would consider lifting them.

22. Two new human rights conventions adopted in December 2006 strengthened the legal protection framework: the Convention on the Rights of Persons with Disabilities and the International Convention for the Protection of All Persons from Enforced Disappearance. The latter introduces a new *non-refoulement* obligation in Article 16, while Article 5, which stipulates that "widespread or systematic practice of enforced disappearance" constitutes a "crime against humanity", may have an impact on exclusion assessments.

23. Respect for the principle of *non-refoulement* is critical to strengthened implementation of the Convention and States have continued to reaffirm their commitment to the principle. Yet, in a number of situations during the reporting period, asylum-seekers and even recognized refugees were unable to gain access to safe territory and/or were *refouled*. Violations occurred for various reasons, including concerns that those seeking entry included armed elements or were otherwise a threat to national security; failure to distinguish between asylum-seekers and irregular immigrants; refusal to allow asylum-seekers from particular countries to enter or access asylum procedures; and the existence of legislation or practices allowing asylum applicants or refugees suspected of supporting terrorist activities to be expelled or extradited to their countries of origin in a manner inconsistent with substantive and procedural standards under international law.

24. The reception and treatment of unaccompanied and separated children during asylum procedures raised concerns. While in some countries, new legislation introduced additional safeguards for children and vulnerable groups, in others, protective legislation, including for the appointment of guardians for these children, was either absent or not implemented. Overall, UNHCR promoted child-sensitive asylum procedures as well as child-sensitive application of the refugee definition. To strengthen child protection, UNHCR focused in particular on the implementation of the Best Interest Determinations Guidelines, which will be finalized and become available to all country operations in 2007. A Conclusion on children at risk is under preparation for adoption by the 58th plenary session of the Executive Committee in October 2007.

C. Protecting people with a well-founded fear of persecution within broader migration movements

25. UNHCR's 10-Point Plan of Action to address migratory movements aimed at ensuring that measures taken to curb irregular migration remain sensitive to the international protection requirements of people with a well-founded fear of persecution and that these measures are consistent with international refugee law.

Through participation and advocacy in different forums, including the Global Migration Group,[1] UNHCR worked to preserve asylum space and to put refugee protection on the agenda of the migration debate. Later this year, the High Commissioner's Dialogue on Protection Challenges will focus on the asylum and migration nexus with the aim of furthering a comprehensive international response to this global challenge.

26. The 10-Point Plan of Action builds on examples of good State practice, such as the cooperation between UNHCR, the Government of Italy, IOM and the Italian Red Cross in Lampedusa, Italy, to provide information to new arrivals, identify asylum-seekers and individuals with specific needs, and direct them to appropriate processing channels. In Hungary, a tripartite memorandum of understanding on border management between UNHCR, border guards and a non-governmental organization (NGO) established the cooperation and coordination modalities giving asylum-seekers access to Hungarian territory and asylum procedures.

27. More and more people are losing their lives as they take to dangerous journeys across the Mediterranean Sea, the Gulf of Aden and other maritime areas. UNHCR collaborates with the International Maritime Organization (IMO), responsible for the safety and security of shipping and the prevention of marine pollution by ships. In an effort to prevent further deaths, UNHCR and IMO have published a leaflet: "Rescue at Sea: A guide to principles and practice as applied to migrants and refugees", which provides a quick reference guide for ships' masters. It offers guidance on relevant legal provisions and on practical procedures to ensure the prompt disembarkation of survivors of rescue operations, as well as measures to meet their specific needs, particularly in the case of refugees and asylum-seekers.

28. In Africa, in response to increasing migratory pressure on North African States, UNHCR has worked to strengthen protection capacities, increasing its presence and advocating for greater governmental engagement in refugee status determination, as well as to provide durable solutions. In Mauritania and Morocco, the 10-Point Plan of Action framework is helping the Office work towards a comprehensive approach with all stakeholders. In north-east Somalia ("Puntland"), where a September 2006 crackdown on irregular arrivals led to arrests, detentions and deportations, the United Nations Country Team and NGO partners provided humanitarian assistance and a protection response for the people concerned. UNHCR conducted refugee status determination for people claiming to need international protection.

29. In the Americas, delegates at the November 2006 Regional Consultation Group on Migration of the Regional Migration Conference, known as the *Puebla Process*, and the Ibero-American Summit in Montevideo, Uruguay, agreed on key safeguards to identify asylum-seekers and refugees within mixed migration flows. In Mexico, UNHCR worked with relevant authorities to promote proper reception, identification and referral mechanisms at border crossings, focusing in 2006 on the protection needs of unaccompanied and separated children within mixed migration movements.

[1] Formerly known as the Geneva Migration Group.

D. Identification, prevention and reduction of Statelessness

30. In addition to its traditional responsibilities for refugees under its statutory function of providing international protection, in 1974, UNHCR was entrusted by the General Assembly with a specific and global mandate relating to the prevention and reduction of statelessness and the protection of stateless persons. This was further expanded and detailed by various other General Assembly resolutions, as well as by a number of conclusions of the Executive Committee. In Conclusion No. 106 adopted in 2006, the Executive Committee reiterated its request for UNHCR to intensify its action to address statelessness in cooperation with States and relevant United Nations organs, in particular UNICEF and the United Nations Population Fund (UNFPA). This latest conclusion divides the activities of UNHCR into four broad areas: identification, prevention and reduction of statelessness and protection of stateless persons.

31. Renewed efforts to identify stateless people led to an increase of the number of stateless persons known to the Office to 5.8 million in 49 countries. It should be noted that this increase does not necessarily reflect new situations of statelessness, but rather the result of better identification methods. This led to a rise in the reported number of stateless persons in Nepal from 400,000 to 3.4 million in 2006. The figures for stateless persons in Myanmar have also been revised from 236,500 to 669,500, the latter now including not only the previously reported Muslim returnees in northern Rakhine State, but the entire stateless population there as well.

32. The main way to reduce statelessness is to enable stateless persons to acquire the citizenship of the State where they reside. During the reporting period, several countries, including Estonia, Latvia, The former Yugoslav Republic of Macedonia and Ukraine, were able to reduce the number of stateless persons through naturalization. Although significant numbers of people have remained stateless in these countries, efforts are being pursued to integrate them by granting, confirming or restoring their citizenship.

33. The Office kept up its longstanding practice of providing technical advice on nationality legislation and its application. In 2006 such assistance was provided to Belgium, Georgia, Montenegro and the Philippines. A number of countries, including Bahrain, Indonesia, the Islamic Republic of Iran, Morocco and Nepal, enacted amendments to citizenship legislation to prevent or reduce statelessness. UNHCR also gave guidance to stateless individuals, NGOs and legal associations.

E. Global priorities and responses

Health, nutrition, HIV and AIDS and sexual and gender-based violence

34. In February 2007, the High Commissioner allocated USD 15 million to health, nutrition and sexual and gender-based violence (SGBV) projects in a number of countries where UNHCR had previously lacked sufficient resources. Health and nutrition interventions, amounting in value to USD 11.25 million focused on seven operations in Africa and Asia. These projects include the provision of supplementary food and micronutrients; malaria prevention and treatment; reproductive health; child survival; improving water and sanitation infrastructure; provision of medicines and related materials/equipment; non-food items; human resources; capacity building; and measures to improve monitoring and evaluation.

A concerted effort has been, and will continue to be made to improve the health and nutrition status of these refugees, who live primarily in camps, in protracted situations. A similar level of funds will be provided to these operations in 2008 to ensure the sustainability of the projects.

35. Together with its partners, UNHCR continued to work to combat HIV and AIDS among refugees, IDPs and others of concern, but underfunding of refugee programmes remained a challenge. Cooperation with fellow UNAIDS cosponsors aimed at including refugees and others of concern in HIV and AIDS policies and host country programmes. By early 2007, several countries in southern Africa had included refugees in their national anti-retroviral therapy (ART) programmes. Asylum-seekers and refugees were included in the national HIV and AIDS strategic plans of other countries. UNHCR's January 2007 anti-retroviral medication policy for refugees highlighted the need for equity in, and access to, programmes to prevent HIV transmission from mother to child and to provide post-exposure prophylaxis after rape and therapeutic ART. UNHCR has been designated by UNAIDS as the lead agency on HIV and AIDS among displaced populations.

36. The 2006 United Nations Study on Violence against Children highlighted the fact that displaced children are especially vulnerable to violence, reporting that in "cases of forced displacement, women and girls in particular can be exposed to protection problems related to their sex, gender issues, including their cultural and socio-economic position, and their legal status, which means that they may be less likely than men and boys to be able to exercise their rights."

37. To strengthen prevention and response to SGBV, UNHCR issued instructions to all country offices to establish standard operating procedures for SGBV, where not already in place. Further initiatives included the deployment of female police officers to patrol refugee settlements in Uganda and Zambia; increased policing and firewood distribution in Kenyan refugee camps; mobile courts in Zambia; intensive awareness campaigns and a more effective referral system in Chad; and a microcredit programme in the Bolivarian Republic of Venezuela for women at risk of SGBV, which promotes income-generating activities to reduce their vulnerability.

Education

38. Austerity measures in 2006 severely affected educational services for refugee children. For example, pupil-to-teacher ratios increased and the overall quality of education decreased. Reduced support for refugees' secondary education and vocational training in numerous countries left adolescents more exposed to the risk of abuse and exploitation. Advances were nevertheless achieved. Based on UNHCR's education strategy for 2007-2009, offices continued to address low enrolment rates and SGBV in schools. In Malaysia, for instance, Acehenese with temporary permits were granted access to public education and support was provided to community-based schooling projects. In Central Asia, UNHCR managed to integrate most refugee children into local schools with some after-school education in their mother tongue and on their country of origin. In South America, the "Group of Montevideo" network of "solidarity universities" cooperated to enhance refugees' access to tertiary education. Some 1,000 refugee students continued to receive university scholarships in 38 countries of asylum through the Albert Einstein German Academic Refugee Initiative Fund (DAFI). In mid-2007, UNHCR and the United Nations Children's Fund (UNICEF) launched a

joint appeal for funding to support countries hosting large numbers of Iraqis to provide schooling for 155,000 young Iraqi refugees during the 2007-2008 school year.

Employment opportunities

39. Access to employment remained restricted in several countries, because of limitations on freedom of movement, lack of language or other skills or non-recognition of diplomas. Asylum-seekers faced particular difficulties securing the right to work and, like refugees, were often forced into the informal labour market to survive, exposing themselves to exploitation including child labour, or obliged to resort to other negative coping strategies, such as prostitution and child marriage. UNHCR therefore worked in many operations to promote vocational training and self-reliance initiatives and to encourage the recognition of the potential of refugees, by giving them opportunities to put their skills and energies to constructive use. In Ecuador, the Office negotiated refugees' exemption from work permit fees otherwise required of foreigners. In several Latin America countries, including most recently in Argentina, asylum-seekers were permitted to work.

Access to basic services

40. UNHCR is responsible for providing basic services, including shelter, water, sanitation, health, and food; however the Office also strives to uphold the dignity and well-being of refugees and others of concern. The provision of basic services takes on particular significance in a refugee operation, because of the vulnerability of refugees and their dependence on external help. Refugees are often located in inhospitable environments and insecure regions and most do not have access to regular services. UNHCR's Standards and Indicators Initiative monitoring tool has consistently revealed gaps in the provision of basic services, both in emergency settings and in protracted situations. To address these gaps, UNHCR has endeavoured to secure additional resources; established strong partnerships with other humanitarian actors; and worked towards improving cross-sectoral linkages for optimal results.

Mainstreaming age, gender and diversity considerations in operations

41. In 2006, the Office's age, gender and diversity mainstreaming strategy (AGDM) was introduced in 41 country operations across Africa, Asia and Europe, bringing the total number of offices applying this strategy to 97. Each country formed a multifunctional team with staff from the protection, programme, community services and other sectors, as well as from amongst NGO partners, government counterparts and, in some instances, with refugees themselves. Teams spoke with populations of concern to gather accurate information on their protection risks and the underlying causes. This process has raised UNHCR's capacity to work with communities to develop solutions and to address identified protection gaps. The impact of the participatory assessments could be seen in various countries. In Morocco, a self-reliance programme that paid special attention to women, boys, girls, older people and persons with disabilities was set up in partnership with two national NGOs. As a result, refugee women started cooperatives and managed a safe house for unaccompanied children. Moreover, the number of female representatives in the refugee committees increased considerably.

V. Durable solutions

42. Three durable solutions - voluntary repatriation, local integration in the country of asylum or resettlement to a third country – are the options available to end the refugee displacement cycle. They are durable in the sense that they will put an end to refugees' need for international protection and, in most cases, to their dependence on international assistance. In Latin America, the Mexico Plan of Action is the agreed framework between UNHCR and 20 Latin American countries to enhance refugee protection and to implement an innovative approach to finding durable solutions.

A. Voluntary repatriation

43. After four years of exceptionally high levels of repatriation, the number of people returning to Afghanistan (388,000) declined considerably in 2006. This has led to renewed pressure to accelerate the repatriation of the remaining Afghans, estimated at 2.16 million (in Pakistan) and 920,000 (in the Islamic Republic of Iran). More than 4.8 million Afghans have returned since 2002, but there are significant challenges for the return and reintegration of the remaining Afghans in the region. Eighty per cent have been outside Afghanistan for more than 20 years; approximately half of them were born in exile; and significant numbers originate from areas affected by the rise in violence last year. This makes their return more complex and will require greater support and attention.

44. In Liberia, UNHCR and partners facilitated in 2006 the return of 43,000 and 238,000 IDPs after almost 15 years of civil war. In total more than 600,000 refugees and IDPs returned home. With the end of large-scale organized repatriation operations in June 2007, UNHCR worked with Country Team partners to ensure a successful shift from relief to development on the basis of a Joint Action Plan for community-based recovery and restoration of social services. In March 2007, the organized repatriation to Angola formally ended. Since the signing of the peace accord in 2002, over 400,000 Angola refugees have returned home, all of them benefiting from UNHCR-supported reintegration activities.

45. In June 2007, the Government of Mauritania announced its decision to invite Mauritanian refugees to return home, most of them having been in exile for almost 20 years and asked UNHCR to be part of the return and reintegration process. It is expected that the first return movement will start in October 2007.

B. Local integration

46. The acquisition of the citizenship of the country of asylum is an essential step in obtaining the full rights of the host country as foreseen by the 1951 Convention on the Status of Refugees. However, many countries do not make possible the naturalization of refugees. For 2006, UNHCR was informed of the following significant numbers of refugees being granted citizenship by their host countries: the United States of America (98,500), Turkmenistan (9,500), Belgium (2,500), Armenia (1,200), Kyrgyzstan (600) and the Russian Federation (420). Progress was also made on negotiations with several African Governments on local integration opportunities for long-staying refugees who were unlikely to return to their

countries of origin, notably: refugees from the Democratic Republic of the Congo in Angola; Liberian and Sierra Leonean refugees in West Africa; and Angolan refugees in Botswana, Namibia and Zambia.

C. Resettlement

47. Resettlement is a vital protection tool for refugees whose life or liberty may be at risk in the first country of asylum and who cannot return to their country of origin. It is also an important responsibility-sharing mechanism between countries. In 2006, over 29,500 people were resettled with UNHCR's assistance. By nationality, the main beneficiaries of UNHCR-facilitated resettlement were refugees from Myanmar (5,700), Somalia (5,200), Sudan (2,900), the Democratic Republic of the Congo (2,000) and Afghanistan (1,900). A total of 15 countries reported the admission of resettled refugees, notably the United States of America (41,300), Australia (13,400), Canada (10,700), Sweden (2,400), Norway (1,000), and New Zealand (700). The numbers for the United States, Australia and Canada may include people resettled under family reunification or other humanitarian programmes. Overall, the number of resettled people was 11 per cent lower in than in 2005.

48. Under the "Solidarity Resettlement" chapter of the Mexico Plan of Action several States in Latin America have emerged as new resettlement countries, offering a durable solution for Colombian refugees in particular. In 2007, a group of 100 Palestinian refugees, who formerly lived in Iraq, were resettled from Jordan to Brazil.

VI. Partnerships and coordination

49. This part of the report covers some key aspects of UNHCR's work in partnership with United Nations coordination bodies, bilaterally within the United Nations system and other international organizations, and with NGOs.

A. UNHCR's collaboration with the coordination bodies within the United Nations system

50. UNHCR is participating in the initiatives to reform the United Nations system and improve the global humanitarian response capacity. These include follow-up to the humanitarian response review through the Inter-Agency Standing Committee (IASC) and to the 2005 World Summit, as well as liaising with the Secretary-General's High-Level Panel on System-wide Coherence, notably the follow-up to the relevant recommendations of the Panels final report "Delivering as One". The Office has thus contributed to the policy development and field implementation of the "Delivering as One" initiative. The newly formed Peacebuilding Commission and the Peacebuilding Support Office are also of interest, as the successful return and reintegration of displaced people depend upon sustainable peace and development. Improvement of the planning process for integrated peacekeeping missions is another initiative in which UNHCR has played a role to ensure that the needs of displaced people are fully taken into account.

51. In the past two years, the Office has taken some decisive steps towards greater coordination with the humanitarian community. This was particularly evident with regard to ensuring protection and assistance for IDPs through the IASC cluster approach initiative.

52. UNHCR continued to be fully engaged in other coordination bodies, including the Chief Executives Board for Coordination and its subsidiary bodies, the High-Level Committee on Programmes and the High-Level Committee on Management, as well as the United Nations Development Group, the Executive Committee on Humanitarian Affairs (ECHA) and the Executive Committee on Peace and Security. Through ECHA, the Office participated in efforts to address current operational challenges for the humanitarian community, such as in the Chad/Darfur situation and Timor-Leste.

B. Bilateral partnerships within the United Nations system

53. Bilateral collaboration with a large number of agencies continued to be a key feature of the implementation of UNHCR's mandate. High-level advocacy with the World Food Programme (WFP) yielded positive results in covering the serious gaps in funding of food aid for refugees in a number of countries and in raising awareness about their nutritional needs. UNHCR remains engaged with the "Ending Child Hunger and Under-nutrition Initiative," led by UNICEF and WFP to help reach the first Millennium Development Goal. Close cooperation on logistical and supply-related matters, both in and outside the cluster approach continues between UNICEF, WFP and UNHCR. The Food and Agriculture Organization (FAO) and UNHCR continued to collaborate in assessments and in the promotion of food security for refugees and others of concern. With the International Labour Organization (ILO), the Office focused on specific activities in a number of countries, as well as on a possible ILO-FAO-UNHCR initiative for recovery in priority post-conflict situations. Given the links between refugee protection and human rights, UNHCR continued to cooperate closely with the Office of the High Commissioner for Human Rights. In July 2006, the Office signed a memorandum of understanding with the Representative of the Secretary-General on the human rights of internally displaced persons to address outstanding policy gaps on human rights and protection of IDPs.

54. UNHCR also collaborated with other United Nations agencies to ensure that the integrity of asylum is upheld. For example, the Office cooperated with the United Nations Office on Drugs and Crime (UNODC) in an effort to ensure that legislation promulgated to address security concerns does not curtail the right to seek and obtain asylum. Work was also undertaken with UNODC and other organizations, such as the Organization for Security and Cooperation in Europe (OSCE) to ensure that anti-trafficking legislation includes measures to protect the victims.

C. Cooperation with other international organizations

55. IOM is a key partner for UNHCR in operations around the globe and co-leads the inter-agency cluster on camp coordination and management (with IOM taking the lead in natural disaster situations and UNHCR in cases of conflict-generated

displacement). Cooperation between UNHCR and the International Committee of the Red Cross (ICRC) is of crucial importance and collaboration on activities in favour of refugees was more recently expanded to IDPs, in tandem with the progressive involvement of UNHCR in situations of internal displacement. Collaboration with the IFRC was enhanced through cooperation in co-chairing the inter-agency cluster on emergency shelter.

D. Partnerships with non-governmental organizations

56. UNHCR strives to improve and build on its vital partnership with NGOs. To this end, the Office initiated a review of its management of the sub-project agreement (grants management) process and the current levels of UNHCR contributions to NGO headquarters' overhead costs and expatriate salaries. Among the concrete proposals currently being implemented are: improvements in the overall management of sub-project agreements, including timely signing of agreements and transfer of instalments; and an increase in the headquarters overhead support costs for international NGO implementing partners from 5 to 7 per cent, effective July 2007.

57. In 2006, the Office channelled some USD 247.7 million – close to 20 per cent of its annual budget - through implementing partner agreements with some 645 NGOs, including 489 national NGOs. More than 84 per cent of the funds channelled through NGOs covered seven main sectors: legal assistance/protection; agency operational support; shelter/other infrastructure; health and nutrition; community services; education; and transport/logistics.

VII. Management and oversight of programmes

A. Structural and management change

58. UNHCR is in the midst of a process of structural and management change which aims to improve the Office's responsiveness to the needs of its beneficiaries by channelling more of its resources into operations; reducing administration and headquarters costs; and locating staff and services where they are most effective. This involves reviewing and realigning structures and processes as well as workforce and implementing arrangements with a view to maximizing flexibility, effectiveness and overall performance.

59. In terms of structures, the goal of the reforms is to create a Headquarters capable of providing overall direction and maximum support to the Field from the smallest, most efficient platform. To this end, the organization is seeking to rationalize and consolidate functions, including by examining ways of devolving support services to the Field and locating administrative functions where they are most efficient and cost-effective. In parallel, the Office has set itself the goal of streamlining and simplifying processes with a view to reducing bureaucracy and making decision-making more efficient, empowering managers, and ensuring effective and efficient control and accountability mechanisms. Finally, in order to optimize operational flexibility and effectiveness, an effort is being made to achieve the best possible balance between international staff, national staff and additional workforce arrangements.

Structures

60. The structural part of UNHCR's reform has comprised two main strands. Under the first of these, UNHCR has decided to outpost a number of its centralized administrative and support functions to Budapest, thereby freeing up resources for its beneficiaries. The savings accruing from outposting are expected to be in the range of USD10 million per year, once the initial investment in the establishment of the new centre has been made.

61. Under the second structural strand, the Office has been examining ways of improving operational effectiveness by strengthening regional structures, decentralizing a number of operational support functions, and strengthening its capacity to undertake situational and solutions planning at the sub-regional level. In June 2007, UNHCR adopted a set of framework decisions on decentralization and regionalization. These set out four models for regional structures, to be used flexibly in response to conditions on the ground, and establish clusters of countries that are to be grouped around these structures by 2010. As a result, the number of stand-alone country operations reporting directly to UNHCR Headquarters will be reduced from 71 today to 12 by the year 2010.

Processes

62. Work in this area has included clarification of organizational priorities by means of a revision of UNHCR's Global Strategic Objectives (GSOs) and the establishment of a clearer linkage between the GSOs and the organization's planning processes. Equally important has been the development of a new resource allocation model which empowers field and operations managers, increases responsiveness and clarifies accountabilities for the content of operations and for financial management and control. A set of procedural guidelines and structures is currently being developed to support these process-related reforms. In addition, an initiative has been proposed for the redesign of UNHCR's budget structure to introduce the flexibility that UNHCR requires in a changing operational environment characterized by, inter alia, increasing levels of inter-agency collaboration at the field level and decentralizing sources of funding.

Workforce and implementing arrangements

63. The reforms include ongoing work on the alignment of staffing policies and strategies with organizational needs, a review of the deployment of UNHCR staff between capital cities and field locations and of the balance between international and national staff. Implementing modalities are also under review, notably in relation to the balance between implementation carried out directly by UNHCR and that undertaken through implementing partners.

64. A Global Staff Survey was carried out in November 2006 as a tool to underpin UNHCR's reform efforts.

Results-based management

65. During 2006 UNHCR continued to develop, support and maintain a management approach that emphasizes the achievement of results as its essential task. Building on the RBM Gap Analysis, a self-evaluation of UNHCR's implementation of Results-based Management (RBM) completed in 2005, UNHCR

finalized its Results-based Management Conceptual Framework, which describes efforts to address areas identified for improvement.

66. Priority action to strengthen management based on results concentrated on three main areas: improved strategic planning, improved operations planning and reporting, and better use of information technology to support the implementation of RBM. As part of the effort to improve strategic planning, UNHCR's senior management revised and improved the global results framework for the organization, the Global Strategic Objectives for 2007-2009. These were complemented by a set of more precise global performance targets, all of which were disseminated in December to initiate and feed into UNHCR's annual planning exercise. The Office revised its planning and reporting formats to make them more results-oriented and to reflect better the linkage between country-level results and global priorities.

67. UNHCR also made significant progress in 2006 in developing and building custom-designed RBM software to assist UNHCR's field and headquarters units with results-based planning, managing and reporting. The RBM *Focus* software application will be fully integrated with the Management Systems Renewal Project (MSRP) and UNHCR's registration software. The objective of the *Focus* software is not only to support the planning, management, monitoring, and assessment of UNHCR's operations worldwide but also to facilitate the communication and central coordination of operational plans for some 115 country operations, as well as departmental operations at Headquarters. UNHCR's Protection Gaps: Framework for Analysis and related results of recent efforts to systematize the capture of essential information on the situation of each population of concern, were used for the design of the software and the revision of reporting processes. This was done to ensure that assessment, planning and reporting functions of operations are consistent, capture the results of participatory assessments and build on the standards and indicators reporting already achieved. The initial version of *Focus* has been developed and is currently entering the testing phase in preparation for piloting in field locations by the end of 2007.

Information management

Management systems renewal project

68. In 2006 the MSRP team continued to roll out operations in the Americas, Africa, Asia and the Middle East. By mid-2007, 155 out of UNHCR's 178 locations are using the MSRP Finance and Supply Chain. In September 2006, the first components of MSRP Human Resources were launched and Global Payroll was implemented in June 2007.

Operations/Protection support systems

69. Project Profile (refugee registration system) was closed down as planned by the end of 2006. The successful development of the project resulted in a global roll-out of refugee registration standards and a standardized information technology application (*proGres*). *ProGres* is now deployed in 156 locations in 51 countries, registering more than 5 million refugees. *ProGres* biometric technologies were also being used in 2006, making the registration exercise of several UNHCR operations more efficient.

Financial management

70. UNHCR's total requirements for 2006 amounted to USD 1.47 billion. In October 2005 the Executive Committee had approved an Annual Programme Budget of USD 1,145.3 million, including the Operational Reserve and the budget for Junior Professional Officers. Eighteen supplementary programmes were established during the year, for an amount of USD 324.3 million. Ten of these supplementary programmes were related to UNHCR's engagement with IDPs, under the new inter-agency framework.

71. In light of the financial challenges of recent years, in late 2005, the Office anticipated that funding would not be forthcoming to meet all requirements, and measures were put in place to reduce the predicted shortfall between projected income and expenditure, including the decision to limit programmes to 80 per cent of what had originally been budgeted. As in previous years, these cutbacks in operations meant that some projects had to be delayed or suspended, negatively affecting the well-being of refugees and others being cared for by UNHCR. Overall expenditure in 2006 was USD 1,100.7 million, as shown in table 2.

72. During 2006, unlike the previous year, UNHCR benefited from a favourable rate of exchange, resulting in a net gain of some USD 24 million by the end of the year. While in the long run, the impact of foreign exchange movements on UNHCR's budget and income has been neutral, the challenge of managing a USD 35 million foreign exchange loss in 2005 was extremely disruptive to the organization. As a measure of fiscal prudence, in 2007 the Office will maintain the net gain of USD 24 million of 2006 as a buffer against unfavourable exchange fluctuations.

73. In addition to the 20 per cent capping of the 2006 programme and non-staff administrative costs budgets, efforts were made to ensure financial stability and to reduce administrative costs. The 2007 Annual Programme Budget included a net reduction of 612 posts between 1 January 2006 and 1 January 2007. Thanks to these measures and strong donor confidence during 2006, UNHCR started 2007 with a carry-over of USD 121 million, including the USD 24 million exchange rate gains, and had received USD 895.9 million in contributions by mid-year. The High Commissioner is cautiously optimistic that no capping of refugee assistance programmes will be necessary and, early in the year, decided that some of the carry-over from 2006 should be used to address specific needs in the areas of health, nutrition and sexual and gender-based violence in refugee camps.

Accounting standards

74. UNHCR has also increasingly been engaged in an extensive inter-agency dialogue on accounting policy options in relation to the transition from the United Nations System Accounting Standards to the International Public Sector Accounting Standards (IPSAS), which UNHCR will adopt in 2010.

Treasury management system

75. UNHCR launched a project for a fully-fledged Treasury Management System (TMS) which includes modules for cash management, deal management of foreign exchange and investment transactions, and risk management, together with banking interfaces to institute global integrated liquidity pooling and centralized payment

execution platforms. The TMS will be developed utilizing the existing MSRP/Peoplesoft enterprise resource planning system and it is expected that full implementation and integration of the TMS will be achieved by end-2007. Through the interfacing of the TMS to the MSRP/Peoplesoft financials in conjunction with the completion of the global MSRP roll-out by the end of 2007, the organization will be in a position to optimize cash flow management, maximize investment income, and enhance the mitigation of foreign exchange impacts.

B. Oversight and audit

OIOS audit service

76. The UNHCR audit service of the United Nations Office of Internal Oversight Service (OIOS) assumes the internal audit function for the Office. In 2006, the audit service introduced a more risk-based approach to its planning process, selecting and prioritizing audit assignments based on the level of risk they pose to UNHCR. This ensures that audit resources are focused on higher risk areas and determines which and how often programmes and activities should be audited. In 2006, OIOS conducted 32 audits and issued 197 recommendations, of which 103 were critical, to improve accountability mechanisms, control systems, as well as recommendations for the development or clarification of policies and procedures and workflow processes.

Inspection and investigation

77. The Inspector General's Office (IGO) carried out 23 inspections at the country level and one at Headquarters, resulting in over 400 recommendations. A number of recurring problems were highlighted for corrective action, including improper use of non-staff personnel, which had an impact on the effectiveness of some operations and obscured actual staffing costs. Other issues included the difficulties faced by managers in addressing conflicts –in particular inter-personal conflicts- in their respective offices; unclear relationships between field offices and functional units at Headquarters; the need of standardized protection monitoring guidelines for implementing partners; the uneven use of standards and indicators; and the fact that the level of available resources, rather than the actual needs of beneficiaries, is the main basis for programme planning and implementation.

78. Furthermore, the IGO conducted 131 investigations resulting in 32 investigation reports sent to the Department for Human Resources Management for appropriate disciplinary action. In addition, a total of 13 Management Implication Reports were issued. These reports highlight procedural or management problems revealed during the course of an investigation and covered a range of topics from asset management to implementation of refugee status determination procedures.

VIII. Conclusion

79. UNHCR is committed to improving its responsiveness to the needs of its beneficiaries, to doing more and to doing it better. The internal reform process aims to free up more resources for field operations and improve protection and assistance services to refugees and others of concern to the Office. The results-based

management approach backed up by new software systems is helping staff to plan, manage and report on protection measures and operations in a more efficient way.

80. Innovative partnerships – starting with the participation of beneficiaries themselves in the identification of their needs and in programme design – are being sought and developed on many levels in order to address these needs and problems more appropriately and effectively. Advocacy and negotiations with governments, civil society and private enterprise bodies are being pursued constantly in order to build greater understanding and support for the refugee cause. As the environment evolves, UNHCR will continue to move with it to anticipate, plan and respond efficiently and effectively, and counts on States, the United Nations at large, and its many other partners and supporters to help it do so.

Table 1

Refugees, asylum-seekers, internally displaced persons (IDPs), returnees (refugees and IDPs), stateless persons, and others of concern to UNHCR by country/territory of asylum, end-2006

Source: 2006 ASR. Data are provisional and subject to change. Status as at 15 June 2007.

Country[1]	Refugees[2]	*Of whom assisted by UNHCR*	Asylum-seekers (pending cases)[3]	Returned refugees[4]	IDPs protected/ assisted by UNHCR[5]	Returned IDPs[6]	Stateless persons[7]	Various[8]	Total population of concern
Afghanistan	35	35	5	387,917	129,310	10,443	-	-	527,710
Albania	56	56	36	10	-	-	-	-	102
Algeria[9]	94,180	90,062	941	-	-	-	-	-	95,121
Angola	13,090	668	1,588	47,017	-	-	-	-	61,695
Argentina	3,158	389	867	-	-	-	-	-	4,025
Armenia	113,714	5,871	78	-	-	-	-	-	113,792
Australia	68,948	-	1,420	-	-	-	-	-	70,368
Austria	25,486	-	42,396	-	-	-	501	-	68,383
Azerbaijan	2,618	2,618	88	1	686,586	-	2,300	395	691,988
Bahrain	1	1	17	-	-	-	-	-	18
Bangladesh	26,311	21,716	79	-	-	-	300,000	-	326,390
Belarus	690	281	23	-	-	-	8,886	2,431	12,030
Belgium	16,820	-	15,724	-	-	-	426	-	32,970
Belize	488	81	1	-	-	-	-	-	489
Benin	10,797	10,797	1,349	-	-	-	-	-	12,146
Bolivia	567	366	20	-	-	-	-	-	587
Bosnia and Herzegovina	10,318	3,079	91	1,419	135,500	4,184	-	-	151,512
Botswana	3,160	-	-	-	-	-	-	-	3,160
Brazil	3,492	2,257	398	-	-	-	-	17,000	20,890
Bulgaria	4,504	-	860	-	-	-	-	-	5,364
Burkina Faso	511	511	756	-	-	-	-	-	1,267
Burundi	13,176	12,867	7,137	48,144	13,850	-	-	-	82,307
Cambodia	99	95	127	9	-	-	-	60	295
Cameroon	35,083	35,083	4,161	1	-	-	-	-	39,245
Canada	151,827	-	23,593	-	-	-	-	-	175,420
Central African Rep.	12,357	2,227	1,907	51	147,000	-	-	-	161,315
Chad	286,743	268,783	8	20	112,686	-	-	-	399,457
Chile	1,134	1,134	338	1	-	-	-	-	1,473
China[10]	301,027	8,168	83	1	-	-	-	19	301,130
Colombia	143	46	77	38	3,000,000	-	9	-	3,000,267
Comoros	1	-	-	1	-	-	-	-	2
Congo	55,788	42,331	4,289	4,508	3,492	1,008	-	-	69,085
Costa Rica	11,515	-	332	-	-	-	-	5,055	16,902
Côte d'Ivoire	27,288	27,288	2,313	7	709,228	149	-	-	738,985
Croatia	2,443	2,443	10	4,633	3,975	829	18	-	11,908
Cuba	667	510	27	1	-	-	-	-	695
Cyprus	924	4	12,508	-	-	-	-	-	13,432
Czech Rep.	1,887	1,887	2,876	-	-	-	-	-	4,763
Dem. Rep. of the Congo	208,371	5,358	94	41,228	1,075,297	490,000	-	-	1,814,990
Denmark	36,659	-	446	-	-	-	796	-	37,901
Djibouti	9,259	7,021	19	-	-	-	-	-	9,278
Ecuador	11,789	11,789	5,521	-	-	-	-	250,000	267,310
Egypt[10]	88,022	18,022	16,368	1	-	-	77	-	104,468
El Salvador	39	-	-	-	-	-	-	-	39
Equatorial Guinea	-	-	-	-	-	-	-	-	-
Eritrea	4,621	4,621	2,004	-	-	-	-	32	6,657
Estonia	5	-	8	-	-	-	119,204	-	119,217
Ethiopia	96,980	96,980	323	23	-	-	-	-	97,326
Fiji	-	-	2	-	-	-	-	-	2
Finland	11,827	-	1,133	-	-	-	68	-	13,028
France	145,996	-	39,571	-	-	-	904	-	186,471
Gabon	8,429	8,429	4,127	-	-	-	-	-	12,556
Gambia	13,761	8,727	602	-	-	-	-	-	14,363
Georgia	1,373	1,373	8	1	245,980	-	1,273	61,067	309,702
Germany	605,406	-	52,807	-	-	-	10,013	-	668,226
Ghana	44,938	44,938	5,588	9	-	-	-	-	50,535
Greece	2,289	7	13,504	-	-	-	108	3,000	18,901
Guatemala	382	-	3	-	-	-	-	-	385
Guinea	31,468	31,468	3,887	1	-	-	-	-	35,356
Guinea-Bissau	7,804	7,804	317	-	-	-	-	-	8,121
Haiti	-	-	-	1	-	-	-	-	1
Honduras	22	-	-	-	-	-	-	-	22
Hong Kong SAR, China	1,940	121	2,407	-	-	-	-	-	4,347
Hungary	8,075	-	531	-	-	-	53	-	8,659
Iceland	267	-	30	-	-	-	1	-	298
India	158,366	11,560	681	1	-	-	-	-	159,048
Indonesia	301	301	265	-	-	-	-	-	566

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Iraq	44,406	44,406	2,180	20,235	1,834,368	150,000	130,000	-	2,181,189
Ireland	7,917	-	3,424	-	-	-	-	-	11,341
Islamic Rep. of Iran	968,370	968,370	1,019	103	-	-	-	-	969,492
Israel	837	837	863	-	-	-	-	-	1,700
Italy	26,875	-	-	-	-	-	886	-	27,761
Japan	1,844	200	1,217	-	-	-	1,826	-	4,887
Jordan[10]	500,229	229	19,248	-	-	-	9	-	519,486
Kazakhstan	4,412	1,363	89	-	-	-	45,698	-	50,199
Kenya	272,531	272,531	18,515	-	-	-	100,000	-	391,046
Kuwait	50	50	525	-	-	-	88,086	21,000	109,661
Kyrgyzstan	366	366	569	-	-	-	10,190	1,129	12,254
Lao People's Dem. Rep.	-	-	-	-	-	-	-	-	-
Latvia	21	-	3	-	-	-	393,012	-	393,036
Lebanon[10]	20,164	164	2,579	-	200,000	550,000	-	110	772,853
Lesotho	-	-	-	-	-	-	-	-	-
Liberia	16,185	4,811	53	107,954	-	237,822	-	8	362,022
Libyan Arab Jamahiriya	2,760	2,760	1,994	1	-	-	-	-	4,755
Liechtenstein	277	-	25	-	-	-	-	-	302
Lithuania	531	-	50	-	-	-	7,215	-	7,796
Luxembourg	2,206	-	50	-	-	-	-	-	2,256
Madagascar	-	-	-	-	-	-	-	-	-
Malawi	3,943	3,943	5,245	-	-	-	-	-	9,188
Malaysia	37,170	37,170	9,186	-	-	-	-	61,314	107,670
Mali	10,585	10,585	1,884	-	-	-	-	-	12,469
Malta	2,404	-	211	-	-	-	-	-	2,615
Mauritania	770	770	91	1	-	-	-	29,500	30,362
Mauritius	-	-	-	-	-	-	-	-	-
Mexico	3,319	149	136	-	-	-	-	-	3,455
Micronesia (Federated States of)	2	-	-	-	-	-	-	-	2
Moldova	161	161	78	-	-	-	1,706	-	1,945
Mongolia	5	5	2	-	-	-	581	-	588
Montenegro[11]	6,926	6,926	10	-	16,196	199	-	-	23,331
Morocco	503	503	1,375	-	-	-	-	-	1,878
Mozambique	2,558	1,554	4,316	-	-	-	-	-	6,874
Myanmar	-	-	-	-	58,500	-	669,500	-	728,000
Namibia	5,462	-	1,122	35	-	-	-	-	6,619
Nepal	128,175	108,021	1,481	-	100,000	-	3,400,000	10,387	3,640,043
Netherlands	100,574	-	13,118	-	-	-	4,461	-	118,153
New Zealand	4,906	-	229	-	-	-	-	-	5,135
Nicaragua	199	34	9	7	-	-	-	-	215
Niger	317	195	20	-	-	-	-	-	337
Nigeria	8,768	8,768	676	4	-	-	-	-	9,448
Norway	43,336	-	4,284	-	-	-	672	-	48,292
Occupied Palestinian Territory	-	-	-	2	-	-	-	-	2
Oman	7	7	7	-	-	-	-	-	14
Pakistan[12]	1,044,462	1,044,462	2,677	2	-	-	-	-	1,047,141
Panama	1,848	1,635	242	-	-	-	1	13,500	15,591
Papua New Guinea	10,183	2,681	2	-	-	-	-	-	10,185
Paraguay	59	59	2	-	-	-	-	-	61
Peru	911	115	488	3	-	-	-	-	1,402
Philippines	100	13	40	-	-	-	-	416	556
Poland	6,790	-	2,057	-	-	-	74	-	8,921
Portugal	333	-	-	-	-	-	-	-	333
Qatar	46	46	35	-	-	-	-	-	81
Rep. of Korea	96	82	614	-	-	-	-	-	710
Romania	1,658	200	177	-	-	-	223	-	2,058
Russian Federation	1,425	1,425	291	140	158,905	2,017	53,982	235,799	452,559
Rwanda	49,192	49,192	3,945	5,971	-	-	-	-	59,108
Sao Tome and Principe	-	-	-	-	-	-	-	-	-
Saudi Arabia	240,772	772	278	-	-	-	70,000	-	311,050
Senegal	20,591	20,464	2,634	1	-	-	-	-	23,226
Serbia	98,997	98,997	5	6,074	227,590	1,433	-	85,000	419,099
Sierra Leone	27,365	27,365	228	134	-	-	-	-	27,727
Singapore	1	1	10	-	-	-	-	-	11
Slovakia	248	248	2,744	-	-	-	-	-	2,992
Slovenia	254	-	180	-	-	-	4,090	-	4,524
Somalia	669	669	1,221	1,845	400,000	-	-	-	403,735

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South Africa	35,086	5,906	131,107	4	-	-	-	-	166,197
Spain	5,275	-	-	-	-	-	20	-	5,295
Sri Lanka	162	162	135	375	469,165	89,405	-	-	559,242
Sudan	196,200	129,758	4,460	42,258	1,325,235	11,955	-	42,114	1,622,222
Suriname	-	-	-	-	-	-	-	-	-
Swaziland	752	612	256	-	-	-	-	-	1,008
Sweden	79,913	-	17,405	-	-	-	5,571	-	102,889
Switzerland	48,523	-	12,385	-	-	-	153	-	61,061
Syrian Arab Rep.[10]	702,209	-	5,213	3	-	-	300,000	-	1,007,425
Tajikistan	929	919	238	142	-	-	184	-	1,493
TfYR Macedonia	1,240	1,189	205	176	-	-	762	479	2,862
Thailand	133,117	133,117	18,424	-	-	-	-	288	151,829
Timor-Leste	3	3	3	-	155,231	11,727	-	-	166,964
Togo	6,328	1,328	442	7,917	-	3,000	-	-	17,687
Tunisia	93	59	68	-	-	-	-	-	161
Turkey[10]	2,633	2,633	6,219	15	-	-	-	306	9,173
Turkmenistan	750	750	1	-	-	-	-	-	751
Uganda	272,007	222,330	5,812	5,035	1,586,174	300,000	-	-	2,169,028
Ukraine	2,275	248	1,183	-	-	-	64,992	5,000	73,450
United Arab Emirates	174	174	32	-	-	-	-	-	206
United Kingdom	301,556	-	12,300	-	-	-	205	-	314,061
United Rep. of Tanzania	485,295	287,061	380	4	-	-	-	-	485,679
United States	843,498	-	124,223	-	-	-	-	-	967,721
Uruguay	125	77	28	-	-	-	-	-	153
Uzbekistan	1,415	1,415	-	4	-	-	7	-	1,426
Venezuela (Bolivarian Rep. of)	720	241	7,754	-	-	-	-	200,000	208,474
Viet Nam	2,357	-	-	63	-	-	7,200	-	9,620
Yemen	95,794	95,794	859	2	-	-	-	-	96,655
Zambia	120,253	64,690	215	-	-	-	-	-	120,468
Zimbabwe	3,519	2,149	296	1	-	-	-	-	3,816
Various	-	-	-	67	-	-	-	-	67
Total	9,877,707	4,474,092	740,165	733,622	12,794,268	1,864,171	5,805,943	1,045,409	32,861,285

Notes

The data are generally provided by Governments, based on their own definitions and methods of data collection.

A dash (-) indicates that the value is zero, not available or not applicable.

[1] Country or territory of asylum or residence. In the absence of Government estimates, UNHCR has estimated the refugee population in most industrialized countries, based on recent refugee arrivals and recognition of asylum-seekers. For Canada, Australia and New Zealand, estimates are based on arrivals/recognition during the past five years, whereas for most European countries and the United States a 10-year period has been applied. These periods reflect the different naturalization rates for refugees in these regions.

[2] Persons recognized as refugees under the 1951 UN Convention/1967 Protocol, the 1969 OAU Convention, in accordance with the UNHCR Statute, persons granted a complementary form of protection and those granted temporary protection.

[3] Persons whose application for asylum or refugee status is pending at any stage in the asylum procedure.

[4] Refugees who have returned to their place of origin during the calendar year. Source: Country of origin and asylum.

[5] Persons who are displaced within their country and to whom UNHCR extends protection and/or assistance.

[6] IDPs protected/assisted by UNHCR who have returned to their place of origin during the calendar year.

[7] Refers to persons who are not considered nationals by any State under the operation of its laws.

[8] Persons of concern to UNHCR not included in the previous columns including a.o. forced migrants (Russian Federation), local residents-at-risk (Serbia, Kosovo), Sahrawis (Mauritania), Afghan asylum-seekers (Russian Federation, UNHCR est.), Muslims from the Phillipines (Malaysia), Colombians (Ecuador and Venezuela), etc.

[9] According to the Government of Algeria, there are an estimated 165,000 Saharawi refugees in the Tindouf camps.

[10] The decision to apply *prima facie* status to Iraqis originating from south and central Iraq was taken in January 2007. As a consequence, UNHCR estimates on Iraqi refugees at end-2006 do not take into account the total number of Iraqis in the respective countries. Estimates for the number of Iraqis in Egypt and Turkey at end-2006 are not available.

[11] Although counted as IDPs here (and officially referred to as such by the Montenegrin Government), this population consists of persons displaced from Serbia (Kosovo) who are not being accorded the same rights as Montenegrin citizens in practice.

[12] UNHCR figures for Pakistan only include Afghans living in camps who are assisted by UNHCR. According to a 2005 government census of Afghans in Pakistan and subsequent voluntary repatriation during the year, there are an additional 1.3 million Afghans living outside camps, some of whom may be refugees. Those Afghans living outside camps receive no UNHCR assistance except access to UNHCR-facilitated voluntary repatriation. These figures are currently under review as result of the registration of Afghans which took place in Pakistan from October 2006 to February 2007.

[13] This population is well integrated and in practice receives protection from the Government of China. With the transfer of the last assistance programme from UNHCR to the Government of China in 2007, UNHCR anticipates that this population will not be reflected in next year's statistics.

Source: UNHCR/Governments. Compiled by: UNHCR, FICSS.

Table 2
UNHCR expenditure in 2006 by regional bureau and type of assistance activity
(All sources of funds - in thousands of US Dollars)

Regional Bureau / Country	Type of Assistance					Support		
	Emergency Assistance	Care and Maintenance	Voluntary Repatriation	Local Settlement	Resettlement	Programme Support	Management & Administration	Total
	(All sources of funds - in thousands of US Dollars)							
1. West Africa								
Benin	-	621.5	-	301.8	10.9	1,067.6	-	**2,001.8**
Cameroon	204.3	-	1.0	1,187.8	30.9	501.8	-	**1,925.8**
Côte d'Ivoire	-	3,899.7	1,425.3	492.3	-	2,111.5	-	**7,928.9**
Gambia	-	-	-	362.9	-	291.6	-	**654.5**
Ghana	-	1,985.9	1,545.0	1,243.3	1,054.5	3,164.6	-	**8,993.3**
Guinea	-	6,231.3	1,511.5	1,264.7	-	2,582.3	-	**11,609.8**
Liberia	-	935.7	27,480.2	4,736.6	-	5,390.1	-	**38,542.6**
Nigeria	-	-	1,464.4	1,170.1	12.4	670.3	-	**3,317.2**
Senegal	-	-	-	294.5	26.9	1,164.7	-	**1,486.2**
Sierra Leone	-	7,155.7	4,202.4	361.3	-	2,353.6	-	**14,073.0**
Togo		83.5						**83.5**
Regional Activities	-	1,248.0	201.8	2,013.0	64.1	-	-	**3,526.9**
sub-total (1)	**204.3**	**22,141.3**	**37,831.8**	**13,418.4**	**1,199.7**	**19,298.1**	**-**	**94,093.4**
2. East and Horn of Africa								
Djibouti	-	1,261.1	348.6	-	-	1,065.8	-	**2,675.5**
Eritrea	-	2,030.7	3,464.5	-	1.7	1,048.7	-	**6,545.8**
Ethiopia	930.5	9,274.3	2,683.2	942.0	0.1	2,678.1	-	**16,508.2**
Kenya (incl. regional support hub)	6,600.2	20,645.3	1,943.4	-	337.5	7,686.1	-	**37,212.5**
Somalia	-	302.7	5,138.3	939.1	4.1	709.7	-	**7,093.9**
Sudan	1,453.7	5,325.7	51,365.8	4,631.0	114.4	5,580.5	-	**68,571.1**
Uganda	1,016.7	370.8	1,887.4	15,310.3	44.2	2,326.9	-	**20,956.3**
sub-total (2)	**10,001.1**	**39,210.6**	**66,831.2**	**21,822.4**	**502.0**	**21,195.8**	**-**	**159,563.1**
3. Central Africa and the Great Lakes								
Burundi	-	3,274.4	22,844.7	-	19.5	4,370.5	-	**30,509.1**
Central African Republic	-	193.1	2,037.4	550.7	-	914.9	-	**3,696.1**
Chad	-	52,381.6	0.8	7,479.6	-	5,351.6	-	**65,213.6**
Congo	-	3,265.6	1,995.9	671.3	-	1,683.8	-	**7,618.6**
Democratic Republic of the Congo	-	9,918.2	23,368.5	2,114.9	-	4,805.4	-	**40,206.9**
Gabon	-	-	29.5	1,949.4	43.6	589.9	-	**2,612.4**
Rwanda	-	4,960.2	373.1	-	10.8	847.8	-	**6,224.9**
United Republic of Tanzania	-	16,139.5	8,359.9	267.8	260.0	2,371.3	-	**27,398.5**
Regional Activities	-	6,412.5	25.2	-	73.9	-	-	**6,511.6**
sub-total (3)	**-**	**96,578.1**	**59,035.0**	**13,033.8**	**407.8**	**20,935.2**	**-**	**189,989.7**
4. Southern Africa								
Angola	-	-	14,558.6	380.0	-	2,859.5	-	**17,798.1**
Botswana	-	1,148.9	-	-	-	594.4	-	**1,743.2**
Malawi	-	1,575.8	-	-	-	572.5	-	**2,148.3**
Mozambique	-	-	-	2,112.0	13.7	707.1	-	**2,832.8**
Namibia	-	2,005.0	-	-	-	786.2	-	**2,791.2**
South Africa	-	-	611.4	-	23.6	2,412.6	-	**3,047.6**
Zambia	-	4,841.0	1,199.3	3,882.2	31.7	2,489.9	-	**12,444.1**
Zimbabwe	-	-	-	1,327.7	-	493.0	-	**1,820.7**
Regional Activities	180.3	341.8	-	1,564.5	95.7	-	-	**2,182.3**
sub-total (4)	**180.3**	**9,912.4**	**16,369.3**	**9,266.4**	**184.7**	**10,915.2**	**-**	**46,788.3**
SUB-TOTAL AFRICA (1-4)	**10,385.7**	**167,842.4**	**180,067.1**	**57,540.8**	**2,274.2**	**72,344.3**	**-**	**490,434.5**
5. Central Asia, South West Asia, North Africa and the Middle East - CASWANAME								
Afghanistan	-	141.6	42,051.3	-	-	5,299.8	-	**47,532.7**
Algeria	749.4	4,750.6	-	-	-	483.1	-	**5,983.1**
Egypt	-	-	86.2	3,211.7	40.0	1,162.0	-	**4,499.9**
Iraq	-	-	14,970.9	-	-	2,021.9	-	**16,992.8**
Islamic Republic of Iran	-	1,173.4	4,445.1	4,778.4	-	2,602.8	-	**12,999.7**
Israel	-	135.1	-	-	-	84.7	-	**219.8**
Jordan	38.1	1,171.3	1,468.8	-	19.2	660.2	-	**3,356.6**
Kazakhstan	-	824.6	1.8	-	-	758.0	-	**1,584.4**
Kyrgyzstan	-	769.1	-	181.2	-	422.8	-	**1,373.1**
Lebanon	2,868.1	1,044.5	484.2	-	185.1	1,390.5	-	**5,970.4**
Libyan Arab Jamahiriya	-	397.4	47.0	-	-	354.3	-	**798.7**
Mauritania	-	380.2	-	-	-	457.0	-	**837.2**
Morocco	-	785.9	-	-	-	-	-	**785.9**
Pakistan	17,493.7	11,710.3	9,966.3	-	26.5	3,883.0	-	**43,109.8**
Saudi Arabia	-	897.1	-	-	-	1,043.5	-	**1,940.6**
Syrian Arab Republic	147.9	1,048.9	763.2	-	40.1	762.0	-	**2,762.1**
Tajikistan	-	404.4	192.7	-	-	455.4	-	**1,052.5**
Tunisia	-	253.6	-	-	-	54.5	-	**308.1**
Turkmenistan	-	55.9	-	439.7	-	363.3	-	**858.9**
United Arab Emirates	-	-	-	-	-	149.2	-	**149.2**
Uzbekistan	-	327.6	-	-	-	264.6	-	**592.2**
Western Sahara (Conf Bld Measures)	-	1,022.0	-	-	-	305.1	-	**1,327.1**
Yemen	-	3,402.6	180.7	-	15.9	724.5	-	**4,393.7**
Regional Activities	7,703.0	634.8	1,919.9	223.4	-	303.2	-	**10,784.3**
sub-total (5)	**28,998.2**	**31,400.9**	**76,628.1**	**8,834.4**	**325.8**	**24,015.4**	**-**	**170,202.8**

Regional Bureau / Country	Type of Assistance					Support		
	Emergency Assistance	Care and Maintenance	Voluntary Repatriation	Local Settlement	Resettlement	Programme Support	Management & Administration	Total
6. Asia and the Pacific								
Australia and New Zealand	-	444.4	-	-	-	533.4	-	**977.8**
Bangladesh	-	2,153.0	-	-	-	502.4	-	**2,655.4**
Cambodia	-	760.9	-	-	-	364.3	-	**1,125.2**
China	-	2,990.5	-	-	-	543.5	-	**3,534.0**
India	-	2,093.3	32.3	-	49.3	790.8	-	**2,965.7**
Indonesia	16,245.2	1,047.0	-	63.9	-	1,188.9	-	**18,545.0**
Japan	-	639.4	-	-	-	2,069.9	-	**2,709.3**
Korea, Republic of	-	296.3	-	-	-	404.4	-	**700.7**
Malaysia	-	2,118.5	-	-	156.7	878.0	-	**3,153.2**
Mongolia	-	52.1	-	-	-	16.7	-	**68.8**
Myanmar	-	-	2,891.2	-	-	1,312.1	-	**4,203.3**
Nepal	-	5,162.8	-	48.6	-	1,077.3	-	**6,288.7**
Papua New Guinea	-	-	-	431.0	-	-	-	**431.0**
Philippines	-	-	-	134.3	-	66.6	-	**200.9**
Singapore	-	37.2	-	-	-	-	-	**37.2**
Sri Lanka	9,380.4	139.6	-	5,881.0	-	1,544.5	-	**16,945.5**
Thailand	-	8,053.3	-	-	377.9	2,128.5	-	**10,559.7**
Timor-Leste	4,570.2	-	-	100.6	-	96.4	-	**4,767.2**
Viet Nam	-	-	-	337.9	-	183.2	-	**521.1**
Regional Activities	-	8.0	2.5	-	-	-	-	**10.5**
sub-total (6)	**30,195.8**	**25,996.3**	**2,926.0**	**6,997.3**	**583.9**	**13,700.9**	**-**	**80,400.2**
7. Europe								
Albania	-	344.4	-	434.8	-	647.9	-	**1,427.1**
Armenia	-	-	-	1,180.3	-	552.9	-	**1,733.2**
Austria	-	-	-	768.9	-	348.1	-	**1,117.0**
Azerbaijan	-	2,317.7	-	441.5	-	718.2	-	**3,477.4**
Belarus	-	-	-	1,012.5	-	278.8	-	**1,291.3**
Belgium	-	-	-	660.1	-	2,638.0	-	**3,298.1**
Bosnia and Herzegovina	-	3,639.5	2,900.8	-	-	2,182.1	-	**8,722.4**
Bulgaria	-	-	-	523.0	-	363.1	-	**886.1**
Croatia	-	-	3,034.0	197.0	-	979.1	-	**4,210.1**
Cyprus	70.0	-	-	275.5	-	362.3	-	**707.8**
Czech Republic	-	-	-	404.4	-	503.2	-	**907.6**
France	-	-	-	1,621.2	-	807.7	-	**2,428.9**
Georgia	-	-	-	3,219.2	-	938.7	-	**4,157.9**
Germany	-	-	82.6	960.9	-	1,003.3	-	**2,046.8**
Greece	-	-	-	646.5	-	690.5	-	**1,337.0**
Hungary	-	-	-	777.7	-	1,124.1	-	**1,901.8**
Ireland	-	-	-	192.4	-	401.8	-	**594.2**
Italy	-	-	-	915.9	-	1,883.9	-	**2,799.8**
Malta	-	-	-	2.4	-	19.3	-	**21.7**
Montenegro	-	747.7	-	-	-	-	-	**747.7**
Poland	-	-	-	367.0	-	440.4	-	**807.4**
Portugal	-	-	-	43.3	-	-	-	**43.3**
Republic of Moldova	-	-	-	456.1	-	269.4	-	**725.5**
Romania	-	247.3	-	530.5	-	544.9	-	**1,322.7**
Russian Federation	-	-	-	11,164.2	-	1,810.1	-	**12,974.3**
Serbia	-	10,205.3	961.1	4,490.0	-	4,179.1	-	**19,835.5**
Slovakia	-	-	-	367.6	-	388.2	-	**755.8**
Slovenia	-	-	-	205.0	-	128.7	-	**333.7**
Spain	-	-	-	513.9	-	699.0	-	**1,212.9**
Sweden	-	-	-	744.4	-	994.8	-	**1,739.2**
Switzerland	-	-	-	227.5	-	281.1	-	**508.6**
The former Yugoslav Rep. of Macedonia	-	2,286.7	-	-	-	801.2	-	**3,087.9**
Turkey	-	-	409.1	3,481.5	-	2,702.9	-	**6,593.5**
Ukraine	-	-	-	1,919.5	-	1,193.2	-	**3,112.7**
United Kingdom	-	-	188.8	374.3	-	969.8	-	**1,532.9**
Regional Activities	-	-	-	857.2	-	-	-	**857.2**
sub-total (7)	**70.0**	**19,788.6**	**7,576.4**	**39,976.2**	**-**	**31,845.8**	**-**	**99,257.0**
8. The Americas								
Office of UNHCR in New York						2,306.7		**2,306.7**
Argentina	-	-	-	108.3	-	712.2	-	**820.5**
Brazil	-	-	-	1,139.3	733.9	364.8	-	**2,238.0**
Canada	-	-	-	824.4	-	844.8	-	**1,669.2**
Colombia	-	-	-	8,422.1	-	1,389.9	-	**9,812.0**
Costa Rica	-	-	-	880.1	-	625.2	-	**1,505.3**
Cuba	-	256.4	25.2	-	-	-	-	**281.6**
Ecuador	-	-	-	2,940.2	-	751.3	-	**3,691.5**
Mexico	-	-	-	777.5	-	806.4	-	**1,583.9**
Panama	-	-	-	526.3	-	290.0	-	**816.3**
United States of America	-	-	-	2,085.9	-	1,471.3	-	**3,557.2**
Venezuela (Bolivarian Rep. of)	-	-	-	692.0	-	1,017.7	-	**1,709.7**
Regional Activities	-	-	-	2,886.7	528.9	-	-	**3,415.6**
sub-total (8)	**-**	**256.4**	**25.2**	**21,282.8**	**1,262.8**	**10,580.3**	**-**	**33,407.5**

Regional Bureau / Country	Type of Assistance					Support		
	Emergency Assistance	Care and Maintenance	Voluntary Repatriation	Local Settlement	Resettlement	Programme Support	Management & Administration	Total
9. Global Programmes	7,649.6	9,218.0	58.5	9,396.5	2,936.7	37,624.1	-	66,883.4
SUB-TOTAL FIELD (1 - 9)	77,279.3	254,502.6	267,281.3	144,028.0	7,383.4	190,110.8	-	940,585.4
10. Headquarters								
Programme support						71,729.7		71,729.7
Management and administration								-
- Annual Budget fund							47,116.8	47,116.8
- Regular budget fund							31,458.4	31,458.4
sub-total (10)	-	-	-	-	-	71,729.7	78,575.2	150,304.9
11. Junior Professional Officers							9,836.5	9,836.5
TOTAL UNHCR (1 - 11)	77,279.3	254,502.6	267,281.3	144,028.0	7,383.4	261,840.5	88,411.7	1,100,726.8

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United Nations

Report of the Executive Committee of the Programme of the United Nations High Commissioner for Refugees

Fifty-eighth session (1-5 October 2007)

General Assembly

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Sixty-second Session
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Note

Symbols of United Nations documents are composed of capital letters combined with figures.

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I. INTRODUCTION

A. Opening of the session

1. The Executive Committee of the High Commissioner's Programme held its fifty-eighth plenary session at the Palais des Nations in Geneva, from 1 to 5 October 2007. It was opened by the Chairman, His Excellency Ambassador Love Mtesa (Zambia).

2. The Chairman welcomed delegates, notably those representing Costa Rica and Estonia who were attending their first plenary session as members.

B. Representation on the Committee

3. The following members of the Committee were represented at the session:

Algeria, Argentina, Australia, Austria, Bangladesh, Belgium, Brazil, Canada, Chile, China, Colombia, Costa Rica, Côte d'Ivoire, Cyprus, Democratic Republic of the Congo, Denmark, Ecuador, Egypt, Estonia, Ethiopia, Finland, France, Germany, Ghana, Greece, Guinea, Holy See, Hungary, India, Iran (Islamic Republic of), Ireland, Israel, Italy, Japan, Jordan, Kenya, Lebanon, Lesotho, Mexico, Morocco, Mozambique, Namibia, Netherlands, New Zealand, Nigeria, Norway, Pakistan, Philippines, Poland, Portugal, Republic of Korea, Romania, Russian Federation, Serbia, South Africa, Spain, Sudan, Sweden, Switzerland, Thailand, Tunisia, Turkey, Uganda, United Kingdom of Great Britain and Northern Ireland, United Republic of Tanzania, United States of America, Venezuela (Bolivarian Republic of), Yemen and Zambia.

4. The Governments of the following States were present as observers:

Afghanistan, Albania, Angola, Azerbaijan, Belarus, Benin, Bhutan, Bosnia and Herzegovina, Botswana, Bulgaria, Burkina Faso, Burundi, Cameroon, Central African Republic, Chad, Congo, Croatia, Czech Republic, Djibouti, Dominican Republic, Gabon, Gambia, Guatemala, Guinea-Bissau, Haiti, Honduras, Iceland, Indonesia, Iraq, Kazakhstan, Latvia, Liberia, Luxembourg, Malawi, Mali, Mauritania, Moldova, Monaco, Montenegro, Myanmar, Nepal, Panama, Peru, Rwanda, Senegal, Sierra Leone, Singapore, Slovakia, Slovenia, Sri Lanka, Syrian Arab Republic, The former Yugoslav Republic of Macedonia, Togo, Ukraine, United Arab Emirates, Uzbekistan and Zimbabwe.

5. Palestine and the Sovereign Military Order of Malta were represented as observers.

6. Also present were the following intergovernmental organizations and other entities:

African Union; African, Caribbean and Pacific Group of States; Economic Community of West African States; European Community; International Committee of the Red Cross; International Federation of Red Cross and Red Crescent Societies; International Organization

of "la Francophonie"; International Organization for Migration; and the Organization of the Islamic Conference.

7. The United Nations system was represented as follows:

United Nations Secretariat; Office for the Coordination of Humanitarian Affairs; Office of the United Nations High Commissioner for Human Rights; United Nations Human Settlements Programme; United Nations Office at Geneva; United Nations Population Fund; United Nations Relief and Works Agency for Palestine Refugees in the Near East; World Bank Group; World Food Programme; and World Health Organization.

8. Fifty-six non-governmental organizations attended the session.

C. Adoption of the agenda and other organizational matters

9. The Executive Committee adopted by consensus the following agenda (A/AC.96/1044):

1. Opening of the session.
2. Adoption of the agenda and other organizational matters.
3. Statements by the High Commissioner and the guest speaker.
4. General debate.
5. Consideration of reports on the work of the Standing Committee:
   (a) International Protection;
   (b) Programme budgets, management, financial control and administrative oversight.
6. Reports relating to programme and administrative oversight and evaluation.
7. Consideration and adoption of the Biennial Programme Budget 2008-2009.
8. Review of the Annual Consultations with non-governmental organizations.
9. Other statements.
10. Meetings of the Standing Committee in 2008.
11. Consideration of the provisional agenda of the fifty-ninth session of the Executive Committee.
12. Election of officers.
13. Any other business.
14. Adoption of the report of the fifty-eighth session of the Executive Committee.
15. Closing of the session.

D. Election of officers for the 59th session

10. Under Rule 10 of its Rules of Procedure, the Committee elected the following officers by acclamation, to serve the Committee from the day immediately following their election to the end of the last day of the following annual plenary session:

Chairman:	H.E. Ambassador Boudewijn J. Van Eenennaam (Netherlands)
Vice-Chairman:	H.E. Ambassador Laura Thompson Chacón (Costa Rica)
Rapporteur:	Ms. Emina Tudakovic (Canada)

11. The Chairman-elect, H. E. Ambassador Van Eenennaam made a brief statement in which he committed himself to continue efforts to make UNHCR an increasingly more effective and efficient organization and called on Executive Committee members to honour their responsibilities to assist the Office to carry out its mandate and fulfil the tasks entrusted to it.

II. WORK OF THE FIFTY-EIGHTH SESSION

12. As the basis for the general debate, the High Commissioner delivered an opening statement, the text of which is available on UNHCR's website (www.unhcr.org). The High Commissioner's guest speaker, Mr. John Holmes, United Nations Under-Secretary-General for Humanitarian Affairs and Emergency Relief Coordinator, then addressed the Executive Committee before the opening of the floor to delegations for the general debate.[1]

13. A summary of the general debate, delivered by the Chairman, is found in Annex II.

III. CONCLUSION AND DECISIONS OF THE EXECUTIVE COMMITTEE

A. Conclusion on Children at Risk

14. *The Executive Committee*,

Recalling its Conclusions Nos. 47 (XXXVIII), 59 (XL) and 84 (XLVIII), specifically on refugee children and/or adolescents, Conclusion No. 105 (LVI) on Women and Girls at Risk, Conclusion No. 106 (LVI) on Identification, Prevention and Reduction of Statelessness and Protection of Stateless Persons, Conclusion No. 94 (LIII) on the Civilian and Humanitarian Character of Asylum, Conclusion No. 98 (LIV) on Protection from Sexual Abuse and Exploitation, Conclusion No. 100 (LV) on International Cooperation and Burden and Responsibility Sharing in Mass Influx Situations as well as all provisions of relevance to the

[1] See summary records of the session for a full account of the deliberations of the Committee, including the statement by the guest speaker, statements or other interventions by delegations under all agenda items, and their comments on the draft conclusions and decisions, as well as summing up and closing statements by the High Commissioner and by the Chairman.

protection of refugee children set out in other Conclusions, many of which are relevant for other children of concern to UNHCR,

Taking note of the more recent international developments in relation to the protection of children, in particular the two Optional Protocols to the 1989 Convention on the Rights of the Child (CRC), Security Council resolutions 1612, 1674, and 1325, the Paris Commitments to Protect Children from Unlawful Recruitment or Use by Armed Forces or Armed Groups and the United Nations Secretary-General's Study on Violence against Children,

Recognizing the important work done by the United Nations Children's Fund (UNICEF) and non-governmental organizations (NGOs) in relation to the protection of children,

Affirming that children, because of their age, social status and physical and mental development are often more vulnerable than adults in situations of forced displacement; *recognizing* that forced displacement, return to post-conflict situations, integration in new societies, protracted situations of displacement, and statelessness can increase the vulnerability of children generally; *taking into account* the particular vulnerability of refugee children to being forcibly exposed to the risks of physical and psychological injury, exploitation and death in connection with armed conflict; and *acknowledging* that wider environmental factors and individual risk factors, particularly when combined, can put children in situations of heightened risk,

Acknowledging that, while both girls and boys face many of the same protection risks, they also experience protection challenges specific to their gender, and *reaffirming* that, while many risks may be prevalent in all settings, camp and urban environments may generate different protection needs,

Noting that this Conclusion applies to children, as defined under Article 1 of the CRC, who are asylum-seekers, refugees, are internally displaced or returnees assisted and protected by UNHCR, or are stateless, particularly addressing the situation of those at heightened risk,[2]

Recalling that the protection of children is primarily the responsibility of States, whose full and effective cooperation, action and political resolve are required to enable UNHCR to fulfil its mandated functions,

Recognizing the varied means and capacity of host countries; and *reaffirming* its call to the international community, in cooperation with UNHCR and other international organizations, to mobilize the financial and other resources necessary, including in support of host communities, to ensure the provision of protection and material assistance and the achievement of durable solutions, based on international solidarity, cooperation and burden and responsibility sharing, as well as on the understanding that inadequate protection, or inadequate, inappropriate or poorly distributed assistance, can increase the risks children face,

(a) *Adopts* this Conclusion which provides operational guidance for States, UNHCR and other relevant agencies and partners, including through identifying components that may form part of a comprehensive child protection system, with the aim of strengthening the protection of children at risk;

[2] Hereinafter referred to as "children" or "a child"

Fundamentals of child protection

(b) *Recognizes* that strategies and actions under this operational guidance should be underpinned by the following principles and approaches, amongst others:

i. Children should be among the first to receive protection and assistance;

ii. States should promote the establishment and implementation of child protection systems, in accordance with international obligations of States concerned, and to which children under their jurisdiction should have non-discriminatory access;

iii. The support provided by UNHCR and other relevant agencies and partners in helping States fulfil their obligations should supplement and strengthen the national child protection system in areas where gaps exist, and be delivered in a spirit of partnership by building on each actor's comparative advantages to reinforce the beneficial impact on the protection of children;

iv. States, UNHCR, and other relevant agencies and partners shall assure to the child who is capable of forming his or her own views the right to express those views freely in all matters affecting the child, the views of the child being given due weight in accordance with the age and maturity of the child, and that mechanisms exist to inform children and adults alike of children's rights and options;

v. The principle of the best interests of the child shall be a primary consideration in regard to all actions concerning children;

vi. Due consideration should be given to the importance of the family and family support structures for the protection of children;

vii. Non-discriminatory enjoyment of rights and each child's right to life should be ensured, while also assuring to the maximum extent possible each child's survival and development, supported by a caring and protective family environment and zero tolerance for all forms of violence against children;

viii. The active promotion of gender equality is essential to the protection of girls and boys, particularly those at heightened risk;

ix. Emphasis should be given to children in the prioritization of financial and other necessary resources;

x. A rights-based approach, which recognizes children as active subjects of rights, and according to which all interventions are consistent with States' obligations under relevant international law, including, as applicable, international refugee law, international human rights law and international humanitarian law, and acknowledgement that the CRC provides an important legal and normative framework for the protection of children;

xi. In recognition that detention can affect the physical and mental well-being of children and heighten their vulnerability, States should refrain from detaining children, and do so only as a measure of last resort and for the shortest appropriate period of time, while considering the best interests of the child;

xii. A two-pronged approach comprising: (1) mainstreaming of age, gender and diversity into all UNHCR programmes, policies and operations, and (2) targeted action, to ensure that all children, girls and boys of diverse backgrounds, can enjoy protection on an equal basis; and

xiii. A collaborative approach whereby all relevant actors work together to: identify risks faced by children; undertake participatory situation and comprehensive gap analyses to identify, assess and respond to the wider environmental and individual factors placing children at heightened risk; and document and share information with due respect for rules of confidentiality;

Identification of children at risk

(c) *Calls on* States, UNHCR and other relevant agencies and partners to put in place modalities, as appropriate, for early and continuous identification of children at heightened risk. Risk factors that put children in a situation of heightened risk can include both risks in the wider protection environment and risks resulting from individual circumstances, taking into account the cumulative effects of being exposed to several risk factors, such as:

i. Wider environmental risk factors including, but not limited to: an insecure environment; lack of access to child-sensitive asylum procedures; situations of displacement, particularly protracted situations; statelessness; lack of sustainable solutions; poverty and families' lack of self-reliance opportunities; inadequate access to and use of services such as education and health care; disruption of family and community support structures; prevalence of traditional practices that are harmful to children; discrimination, intolerance, xenophobia, and gender inequality; and lack of documentation of the parent-child relationship through birth registrations and issuance of birth certificates; and

ii. Individual risk factors, including, but not limited to: unaccompanied and separated children, particularly those in child-headed households as well as those accompanied by abusive or exploitative adults; stateless children; adolescents, in particular girl mothers and their children; child victims of trafficking and sexual abuse, including pornography, pedophilia and prostitution; survivors of torture; survivors of violence, in particular sexual and gender-based violence and other forms of abuse and exploitation; children who get married under the age specified in national laws and/or children in forced marriages; children who are or have been associated with armed forces or groups; children in detention; children who suffer from social discrimination; children with mental or physical disabilities; children living with or affected by HIV and AIDS and children suffering from other serious diseases; and children out of school;

(d) *Recognizes* the challenges involved in identifying children at heightened risk as they are frequently less visible than adults and may not have the opportunity or feel able to report protection incidents, particularly if these occur in the private domain and/or are associated with social stigmas or taboos; *acknowledges* the need to provide children access to adults with expertise in age-appropriate and gender-sensitive interviewing and communication skills to ensure that children's views are taken into account and their needs and protection risks are adequately identified and responded to;

(e) *Recognizes* that individual, careful and prompt registration of children can be useful for States, UNHCR and other relevant agencies and partners in identifying children at heightened risk;

(f) *Recognizes* that the systematic collection and analysis of age- and sex-disaggregated data, and of data on children with specific needs, such as unaccompanied and separated children, can be useful for States, UNHCR and other relevant agencies and partners in identifying children at heightened risk;

Prevention, response and solutions

(g) *Recommends* that States, UNHCR and other relevant agencies and partners work in close collaboration to prevent children from being put at heightened risk, and respond, as necessary, through the general prevention, response and solution measures listed non-exhaustively below:

i. Within the framework of the respective child protection systems of States, utilize appropriate procedures for the determination of the child's best interests which facilitate adequate child participation without discrimination: where the views of the child are given due weight in accordance with age and maturity; where decision makers with relevant areas of expertise are involved; and where there is a balancing of all relevant factors in order to assess the best option;

ii. In the case of UNHCR, conduct best interests determinations respecting child protection systems of States in cooperation with other relevant agencies and partners;

iii. Incorporate needs and rights of children into early warning mechanisms, alerts and contingency plans, and ensure integration of child-based risk analysis into inter-agency assessments relevant to children at risk and development cooperation strategies and plans;

iv. Establish confidential, accessible and child and gender-friendly complaints and referral systems, in coordination with national authorities when necessary, with clear roles for receiving, referring and addressing complaints from or about a child while ensuring the safety of the child, and for managing case files; children should be adequately informed about the availability of complaint and remedial mechanisms;

v. Promote the implementation of mechanisms for monitoring the protection of children at risk, particularly of those in alternative care arrangements;

vi. Strengthen or promote the establishment of child protection committees, as appropriate, with equal and meaningful participation of girls and boys;

vii. Facilitate access to administrative or judicial procedures of States that are in accordance with their international obligations and that allow for the prosecution of perpetrators of crimes committed against children, and in which decisions on whether a child should be separated from her or his abusive or negligent parents or caretakers are made based on a determination of the child's best interests;

viii. Develop child and gender-sensitive national asylum procedures, where feasible, and UNHCR status determination procedures with adapted procedures including relevant evidentiary requirements, prioritized processing of unaccompanied and separated child asylum-seekers, qualified free legal or other representation for unaccompanied and separated children, and consider an age and gender-sensitive application of the 1951 Convention through the recognition of child-specific manifestations and forms of persecution, including under-age recruitment, child trafficking and female genital mutilation;

ix. Ensure that age assessments are only carried out in cases when a child's age is in doubt, and take into account both the physical appearance and the psychological maturity of the individual; that they are conducted in a scientific, safe, child and gender-sensitive and fair manner with due respect for human dignity; and that they consider the individual as a child in the event of uncertainty;

x. Establish and/or implement codes of conduct, including stipulating zero tolerance for child exploitation and abuse for all humanitarian staff, including those working in the delivery of services, and for other staff in authority such as border guards, and ensure that confidential and accessible complaints systems are in place which include child and gender-sensitive investigation and follow-up, so as to encourage the reporting of abuse and exploitation where codes of conduct are breached;

xi. Address, on a priority basis, the concerns of children in protracted refugee situations, including through intensifying efforts for durable solutions which will reduce the risks they face;

xii. Support the efforts of host countries to enhance education, health care and provision of other basic services in refugee-impacted areas as well as expand national protection capacities for addressing the needs of children in particular; and

xiii. Mobilize financial and other necessary resources, as appropriate, including by action to ensure the provision of protection and material assistance and timely durable solutions based on international solidarity, cooperation and burden and responsibility sharing;

(h) *Further recommends* that States, UNHCR and other relevant agencies and partners undertake the following non-exhaustive prevention, response and solution measures in order to address specific wider environmental or individual risks factors:

i. Provide, where possible, asylum-seeking and refugee children with individual documentation evidencing their status;

ii. Register births and provide children with birth or other appropriate certificates as a means of providing an identity;

iii. Facilitate children's enjoyment of family unity through putting in place procedures to prevent separation, and in respect of unaccompanied and separated children, facilitate tracing and family reunification with their family members in accordance with the respective child's best interests, with due respect for the national legislation of respective States;

iv. Promote the provision of alternative care and accommodation arrangements for unaccompanied and separated children, and facilitate the appointment of a guardian or adviser when an unaccompanied or separated child is identified;

v. Make all efforts to provide a secure environment including through selecting safe locations for camps and settlements as close to local facilities as possible, undertaking child and gender-sensitive protection-based site planning;

vi. Take appropriate measures to prevent the unlawful recruitment or use of children by armed forces or groups, and work towards the unconditional release from armed forces or groups of all children recruited or used unlawfully by armed forces or groups, and their protection and reintegration;

vii. Take effective and appropriate measures, including legislative, administrative and judicial, to prevent and eliminate traditional practices that are harmful to children taking into account the physical and mental harm caused to the child, and the different impact on girls and boys;

viii. Encourage the inclusion of all children in education programmes and strengthen children's capacities, including by enabling their equal access to quality education for girls and boys in all stages of the displacement cycle and in situations of statelessness; promote learning and school environments that are safe, do not perpetuate violence, and promote a culture of peace and dialogue; designate child-friendly spaces in camp and urban environments; and promote access to post-primary

education wherever possible and appropriate, life-skills and vocational trainings for adolescents and support recreational activities, sports, play and cultural activities;

ix. Make all efforts to ensure integrated nutrition and health interventions and access to adequate food through measures that address the root causes of food insecurity and malnutrition, including by enhancing families' enjoyment of self-reliance, age and gender-sensitive food distribution systems, targeted nutrition programmes for pregnant women and children during their critical first years of development, and by providing treatment for malnourished children;

x. Make all efforts to ensure access to child-friendly health services, which provide appropriate medical and psycho-social care for child survivors of violence, including for children with disabilities, take steps towards realizing access to HIV and AIDS prevention, treatment, care and support, including antiretroviral treatment and prevention of mother to child transmission; and for adolescents access to age-sensitive reproductive healthcare as well as health and HIV information and education;

xi. Establish and provide access to appropriate psychological support and training programmes as required to prepare children better for social reintegration;

xii. Give high priority to enabling children with disabilities to have access to special assistance and to adequate health and social services, including psychosocial recovery and social reintegration;

xiii. Develop capacities and competencies on child protection issues through training of government officials, UNHCR staff and implementing and operational partners to enhance knowledge of the rights of children, the fundamentals of child protection and gender analysis;

xiv. Facilitate the provision of child-friendly information on the conditions in places of return to enable refugee and internally displaced children, in particular those unaccompanied and separated and others at heightened risk, to participate in decision-making on their return; promote respect for protection of children's inheritance rights; and provide, where possible and appropriate, child- and gender-sensitive/adapted reintegration support on integration and participation in the communities to which they are returning, targeting and recognizing the specific needs of the returning child;

xv. In the context of voluntary repatriation of refugees, take appropriate steps to ensure that unaccompanied or separated children are not returned prior to the identification of adequate reception and care arrangements;

xvi. Facilitate the integration of internally displaced children in places of settlement through targeted action in support of their integration as fully included members of

the community, including by taking measures to address discrimination faced by internally displaced children;

xvii. Whether in the context of resettlement or local integration, facilitate the integration of refugee children through targeted support in schools, particularly for adolescents, and through providing language classes and education on the culture and social structures in the host country for refugee children; provide support for refugee children at heightened risk that is targeted at addressing their specific needs; and where integration is being implemented, facilitate, as far as possible, the naturalization of refugee children in accordance with national laws and regulations;

xviii. Enhance the use of resettlement as a protection and durable solutions tool for children at risk; where appropriate, take a flexible approach to family unity, including through consideration of concurrent processing of family members in different locations, as well as to the definition of family members in recognition of the preference to protect children within a family environment with both parents; and recognize UNHCR's role in the determination of the best interests of the child which should inform resettlement decisions including in situations where only one parent is being resettled and custody disputes remain unresolved due to the unavailability or inaccessibility of competent authorities, or due to the inability to obtain official documents from the country of origin as this could jeopardize the safety of the refugee or his/her relatives; and

xix. Safeguard the right of every child to acquire a nationality, and ensure the implementation of this right in accordance with national laws and obligations under the relevant international instruments in this field, in particular where the child would otherwise be stateless; and consider the active dissemination of information regarding access to naturalization procedures.

B. Decision on the nature, value and use of Executive Committee conclusions on international protection

15. *The Executive Committee,*

Recalling that at its 57th session, the Committee called on the Bureau, in consultation with the Office, to continue informal consultations on the nature and value of Executive Committee conclusions on international protection (A/AC.96/1035, paragraph 20(e)),

(a) *Requests* the Bureau, in consultation with the Office, to provide input for and to hold an informal consultation, no later than by December 2007, in order to establish the parameters and timelines of a review or an evaluation on the use of Executive Committee conclusions, which will serve as an input to the below process; and

(b) *Requests* the Bureau, in consultation with the Office, to continue informal consultations on how themes for conclusions are identified and the process of preparing, drafting and finalizing conclusions with a view to recommend improvements on Executive Committee conclusions by its 59th session in October 2008.

C. General decision on administrative, financial and programme matters

16. *The Executive Committee,*

(a) *Recalls* the decision of the Standing Committee, at its 39th meeting, on the proposed revision of the *Financial Rules for Voluntary Funds Administered by the High Commissioner for Refugees*; *notes* the comments of the Advisory Committee on Administrative and Budgetary Questions (ACABQ); and *endorses* the proposed revised Financial Rules as contained in document EC/58/SC/CRP.26 with Article 6.13 amended to read as follows:

> 6.13 The "New or additional activities – mandate-related" Reserve shall be constituted at $50,000,000 for each financial year of the Biennial Programme Budget, or at a higher level if so decided by the Executive Committee;

(b) *Confirms* that the activities proposed under the Biennial Programme Budget for the years 2008-2009, as set out in document A/AC.96/1040, have been found on review to be consistent with the Statute of the Office of the High Commissioner (General Assembly Resolution 428 (V)), the High Commissioner's other functions as recognized, promoted or requested by the General Assembly, the Security Council, or the Secretary-General, and the relevant provisions of the *Financial Rules for Voluntary Funds Administered by the High Commissioner for Refugees*;

(c) *Notes* the fact that the "New or additional activities – mandate-related" Reserve appropriation level of $50 million has proven insufficient in 2007; *authorizes* UNHCR to increase the 2007 appropriation to $75 million; *approves* a 2008 appropriation of $75 million; *approves* an initial 2009 appropriation of $50 million; and *decides* to review the level for 2009 at its fifty-ninth session if so requested by the High Commissioner;

(d) *Approves* the programmes and budgets for Regional Programmes, Global Programmes and Headquarters under the 2008-2009 Biennial Programme Budget amounting to $2,204,860,000 including the United Nations Regular Budget contribution towards Headquarters costs, an Operational Reserve (representing 10 per cent of programmed activities) of $91,914,600 in 2008 and $95,345,400 in 2009 and a "New or additional activities – mandate-related" Reserve of $75 million in 2008 and $50 million in 2009; *notes* that these provisions, together with those of $10.0 million for Junior Professional Officers in both 2008 and 2009, bring total requirements for 2008 to $1,096,060,000 and for 2009 to $1,108,800,000; and *authorizes* the High Commissioner within these total appropriations, to effect adjustments in Regional Programmes, Global Programmes and Headquarters budgets;

(e) *Approves* the revised Annual Programme Budget for the year 2007 amounting to $1,057,926,300 (including the United Nations Regular Budget contribution of $34,431,700 as well as a $25 million increase in "New or additional activities – mandate-related" Reserve) which, with the provisions for Junior Professional Officers of $10.0 million as well as the

needs under Supplementary Programmes in 2007 of $289,264,900, bring total requirements in 2007 to $1,357,191,200;

(f) *Notes* the *Report of the Board of Auditors to the General Assembly on the Accounts of the Voluntary Funds administered by the United Nations High Commissioner for Refugees for the year ended 31 December 2006* (A/AC.96/1039), and the High Commissioner's *Measures Taken or Proposed in Response to the Recommendations of the Report of the Board of Auditors* (A/AC.96/1039/Add.1); as well as the *Report of the ACABQ on UNHCR's Annual Programme Budget for the year 2007* (A/AC.96/1040/Add.1), the various reports of the High Commissioner related to oversight activities (A/AC.96/1041, 1042 and 1043), and *requests* to be kept regularly informed on the measures taken to address the recommendations and the observations raised in these various oversight documents;

(g) *Requests* the High Commissioner, within the resources available, to respond flexibly and efficiently to the needs currently indicated under the Biennial Programme Budget for the years 2008-2009, and *authorizes* him, in the case of additional new emergency needs that cannot be met fully from the Operational Reserve, to create Supplementary Programmes and issue Special Appeals;

(h) *Calls* on UNHCR to keep its administrative expenditure under continual review with a view to reducing it as a proportion of total expenditure;

(i) *Notes* the planned continuation in 2008 of Supplementary Programmes for the benefit of internally displaced persons (IDPs) in the Central African Republic, Chad, Colombia, the Democratic Republic of the Congo, Uganda and under the Global Cluster Appeal, and other planned Supplementary Programmes to meet the repatriation and reintegration needs of Sudanese refugees, operations in Darfur and in and around Iraq and Somalia;

(j) Also *notes* the planned continuation in 2008 of other Supplementary Programmes regarding the UNHCR/MINURSO Western Sahara Confidence-Building Measures operation; the "Improvement of Refugee Protection Within Broader Migration Movements in North Africa" operation; the "Avian and Human Influenza Preparedness and response in Camp Settings" programme;

(k) *Acknowledges* with appreciation the burden that continues to be shouldered by developing and least developed countries hosting refugees, and urges Member States to recognize this valuable contribution to the protection of refugees and to participate in efforts to promote durable solutions; and further *acknowledges* the valuable contribution of resettlement countries to providing durable solutions for refugees;

(l) *Urges* Member States, in the light of the extensive needs to be addressed by the Office of the High Commissioner, to respond generously and in a spirit of solidarity, and in a timely manner, to his appeal for resources to meet in full the approved 2008-2009 Biennial Programme Budget; and to support initiatives to ensure that the Office is resourced in a better and more predictable manner, while keeping "earmarking" to a minimum level; and

(m) *Recalls* the decision of the Standing Committee, at its 39th meeting, which called for further consultations on the proposed new budget structure for UNHCR; further *recalls* renewed appeals for consultations made by the Standing Committee at its 40th meeting; *notes* the related comments of the ACABQ and *calls* on the Office of the High Commissioner to

consult with the Committee on the proposed new budget structure through informal consultative meetings.

D. Decision on the programme of work of the Standing Committee in 2008

17. *The Executive Committee,*

Having reviewed the issues before it at its fifty-eighth session, and bearing in mind the decisions and conclusion adopted at that session,

(a) *Decides* to convene no more than three formal meetings of the Standing Committee in 2008, to be held in March, June and September;

(b) *Reaffirms* its decision on the framework for the Standing Committee's programme of work (A/AC.96/1003 paragraph 25, sub-paragraph 2(c)), *authorizes* the Standing Committee to add and delete items, if appropriate, to this framework for its meetings in 2008 and *requests* member States to meet in December 2007 to draw up a detailed work plan for formal adoption by the Standing Committee at its first meeting in 2008;

(c) *Calls upon* its members to continue efforts to ensure that debate at the Executive Committee and its Standing Committee be of a substantive and interactive nature, yielding practical guidance and clear advice to the High Commissioner, in keeping with the Committee's statutory functions; and *calls on* the Office of the High Commissioner to be explicit and analytical in its reports and presentations to the Committee and to submit documentation in a timely manner;

(d) *Further calls* on the Office of the High Commissioner to consult with the Committee with regard to the ongoing reform measures and the consequent structural and management changes within the organization, including the proposed new budget structure, through informal consultative meetings as well as at Standing Committee meetings; and

(e) *Further requests* the Standing Committee to report on its work to the fifty-ninth session of the Executive Committee.

E. Decision on observer participation in meetings of the Standing Committee in 2007-2008

18. *The Executive Committee,*

(a) *Approves* applications by the following Government observer delegations for participation in meetings of the Standing Committee from October 2007 to October 2008:

Angola, Azerbaijan, Bosnia and Herzegovina, Burundi, Cameroon, Croatia, Czech Republic, Guatemala, Indonesia, Montenegro, Slovak Republic, Syrian Arab Republic.

(b) *Authorizes* the Standing Committee to decide upon any additional applications from Government observer delegations to participate in its meetings during the aforementioned period; and

(c) *Approves* the following list of intergovernmental and international organizations to be invited by the High Commissioner to participate as observers in relevant meetings of its Standing Committee from October 2007 to October 2008:

United Nations specialized agencies, departments, funds and programmes, European Community, International Committee of the Red Cross, International Federation of Red Cross and Red Crescent Societies, Sovereign Order of Malta, Executive Secretariat of the Commonwealth of Independent States, League of Arab States, African Union, Organization of the Islamic Conference, Council of Europe, International Organization for Migration, Economic Community of Central African States, Southern African Development Community, Intergovernmental Authority on Development, Economic Community of West African States, International Centre for Migration Policy Development, Organization of Eastern Caribbean States and the Organisation internationale de la Francophonie.

F. Decision on extending the input in the work of the Executive Committee from non-governmental organizations

19. *The Executive Committee,*

Recalling that in its decision on Working Methods of the Executive Committee and its Standing Committee, including on non-governmental organization (NGO) Observer participation in the work of the Committees (A/AC.96/1003, paragraph 25.4), the Committee called for the continuation of informal consultations to investigate options for extending the input from NGOs which are implementing or operational partners of UNHCR so that the Committee may review the question at its 57th session,

Recalling further that at its 57th session, the Committee requested the Bureau, in cooperation with the Office, to resume and finalize before the 58th plenary session informal consultations to investigate these options (A/AC.96/1035, paragraph 20(f)),

Noting that during informal consultations in 2007 there was no agreement by member States on options to extend participation of NGOs in the work of the Committees,

Recognizing nevertheless the importance of NGOs as partners in UNHCR's work and advocacy on behalf of refugees and persons of concern to UNHCR, and *commending* them for the useful contribution they make to the meetings of the Executive Committee and of its Standing Committee,

(a) *Decides* to pursue consideration of further options for extended NGO participation through informal consultations, on at least an annual basis for the next two years, with a view to taking a decision on the question preferably by its 60th session; and

(b) *Calls* on the Bureau, in consultation with the Office, to include in these considerations a review of options for enhancing the linkages between the NGO Annual Consultations and the annual plenary session of the Executive Committee.

G. Decision on the provisional agenda of the fifty-ninth session of the Executive Committee

20. *The Executive Committee,*

Recalling its decision on working methods adopted at its fifty-fifth plenary session (A/AC.96/1003 paragraph 25),

Decides to adopt as the provisional agenda for the fifty-ninth session of the Executive Committee the standard model contained in sub-paragraph (1f) of the above-mentioned decision.

ANNEX I

List of decisions adopted by the Standing Committee in 2007

In accordance with the authority vested in it by the Executive Committee, the Standing Committee adopted a number of decisions which are annexed to the reports of the different Standing Committee meetings, as follows:

(a) *Report of the Thirty-eighth Meeting of the Standing Committee (A/AC.96/1037)*

i. Decision on programme budgets and funding in 2007;

ii. Decision on the criteria for the inclusion of refugee or refugee-related supplementary programme budgets into the annual/biennial programme budget.

(b) *Report of the Thirty-ninth Meeting of the Standing Committee (A/AC.96/1045)*

i. Decision on overall programme budgets and funding for 2007;

ii. Decision on proposals for revision of the financial rules, including changes required by the biennialization of the programme budget.

ANNEX II

Chairman's Summary of General Debate

This debate began with very illuminating and thought-provoking presentations by the High Commissioner and Sir John Holmes, Under-Secretary-General for Humanitarian Affairs and Emergency Relief Coordinator. In addition, the High Commissioner has responded to each intervention, so this summing up will provide only a brief summary of the major points and trends of interventions.

Delegations agreed with the High Commissioner that the international community is facing new and difficult challenges, especially in the face of climate change, environmental degradation, and mixed migration flows, which add an even more complex dimension to issues of forced displacement. In this context concern was expressed about the increasing numbers of refugees and internally displaced persons.

While noting the successes in some situations, such as providing citizenship for 2.6 million people in Nepal and efforts to return refugees to Mauritania and other places in Africa, a number of situations, notably in Iraq, Afghanistan, Sudan, Chad, the Central African Republic, the Democratic Republic of the Congo, and Somalia, present continuing and worsening problems. In this regard, the debate took note of Security Council Resolution 1778 on Chad, and also recognized the contribution of those States hosting large numbers of refugees including the Syrian Arab Republic, Jordan, Pakistan and the Islamic Republic of Iran.

In the context of these challenges, UNHCR's fundamental mandate as a protection agency has been reaffirmed as set forth in the 1951 Convention on the Status of Refugees and its 1967 Protocol. Delegations also expressed strong support for the principle of *non-refoulement* and the need to preserve the right to asylum and the asylum system. There were several calls for the High Commissioner to continue his efforts on behalf of Stateless persons as well and for States to accede to the 1954 Convention on Statelessness.

At the same time, while recognizing that Governments have the primary responsibility for internally displaced persons, many delegations welcomed UNHCR's evolving role in assisting IDPs. There was strong support for the Office's involvement in the Cluster approach, especially its lead role in the protection, emergency shelter, and camp coordination and camp management clusters, in partnership with others in the UN system. It was noted that UNHCR is not the "IDP agency" and that it is important for the Office to have exit strategies for IDP situations, several delegations commenting that UNHCR's work with IDPs should not come at the expense of its protection of refugees. But others are looking forward to further evaluations of the Cluster approach and its possible rollout in other situations.

UNHCR was encouraged to strengthen its partnerships in other areas, especially with civil society, NGOs and the Red Cross/Red Crescent movement. In terms of overall UN reforms, there were several calls for UNHCR to continue its engagement with "Delivering as One", the Global Humanitarian Platform and the Peacebuilding Commission.

Strong support has been expressed for the reform process which the High Commissioner has initiated, including outposting, decentralization and regionalization, defining the methodology for a Comprehensive Field Review, improving management of resources, and proposing a new budget structure comprising four separate pillars. While there were varying

points of emphasis, there was general agreement that these reforms should enable UNHCR to respond in a more effective and flexible manner. The new budget approach proposes to differentiate between refugee and stateless programmes and reintegration and IDP projects, which should provide for greater accountability, predictability and transparency. Nevertheless, some delegations still have some reservations and have requested further consultations on this new budget architecture. Support was expressed for biennial budgeting and for a temporary increase in the appropriation level of the "New or additional activities – mandate-related" (NAM) Reserve, and many delegations pointed out the need for additional resources for UNHCR's programmes.

Several other initiatives were welcomed as well. There was support for the Mexico Plan of Action and several countries suggested that the 10-Point Plan of Action provides flexible guidelines for refugee protection and mixed migration issues, though some called for further consultations on the Plan. Appreciation was expressed for the conference on Iraq held earlier this year, and the Committee is looking forward to the Dialogue on Protection Challenges to be held in Geneva this December. In that regard, there were numerous comments on the importance of addressing protection in mixed migratory flows but also expressions of caution that UNHCR should not be considered a "migration agency." On the other hand, there seems to be general agreement that UNHCR should indeed be an agency that discusses migration, and that it should continue its participation in the Global Migration Group and its engagement with other partners on these issues. Many delegations also welcomed UNHCR's response to the Green Paper on the Future Common European Asylum System and its participation in the second phase of discussions.

Of course, along with protection, working for durable solutions is at the heart of UNHCR's activities. Delegations reaffirmed that voluntary repatriation in safety and dignity is the preferred solution, but that returns must be sustainable, hence the need to address the gap between relief and development. Some examples of initiatives for local integration were described and a number of delegations called for more extensive resettlement opportunities. Attention was drawn to the need to resolve protracted refugee situations, noting that the Office needs to have in place exit strategies, and that the international community should make all efforts possible to provide additional resources to assist in addressing these areas in the spirit of international solidarity and burden-sharing.

Many delegations described challenges and activities being undertaken in their own countries or how they were assisting others in promoting durable solutions, including through new programmes, improved asylum procedures, national legislation, and tripartite agreements. Visits by the High Commissioner, the ExCom Chairman, and other UN staff to various operations were welcomed. It is clear that most delegations are very pleased with the level of cooperation enjoyed with UNHCR.

On more specific issues, there was strong support for the Conclusion on Children at Risk. At the same time, some delegations welcomed the idea of having discussions and an evaluation on the process leading to ExCom conclusions. In terms of others at risk, there were many calls for UNHCR to continue to address gender-based violence as well as to promote gender equality and gender mainstreaming. Several delegations expressed concern over gaps in ensuring adequate nutrition for refugees and urged the international community at large to attend to this vital need. And there were several reminders that the staff of UNHCR or its implementing partners must not be put at risk either – their safety and access to victims must be assured or they will not be able to carry out their responsibilities.

Such responsibilities have been reaffirmed over and over again in this debate. Delegations have reiterated their support for UNHCR's approach, guided by its mandate, to cope with new and continuing challenges. But UNHCR cannot operate alone. The High Commissioner suggested in his opening remarks that the international community must also begin to cope with these challenges. He noted that this requires political leadership and that Member States alone have the legitimacy to shape the strategies and instruments required to serve people in need. It is therefore up to the international community, in cooperation with UNHCR and its partners, to get on with this task.

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